



DELHI POLICE

*1st Seminar on
Problems of Police*

URBAN POLICING

**SEMINAR PAPERS
AND
BACKGROUND MATERIAL**

**CONFERENCE HALL
Indian Institute of Public Administration
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NEW DELHI-110002**

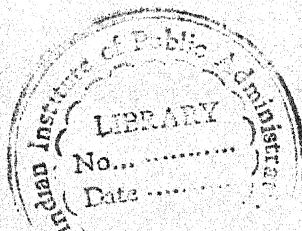
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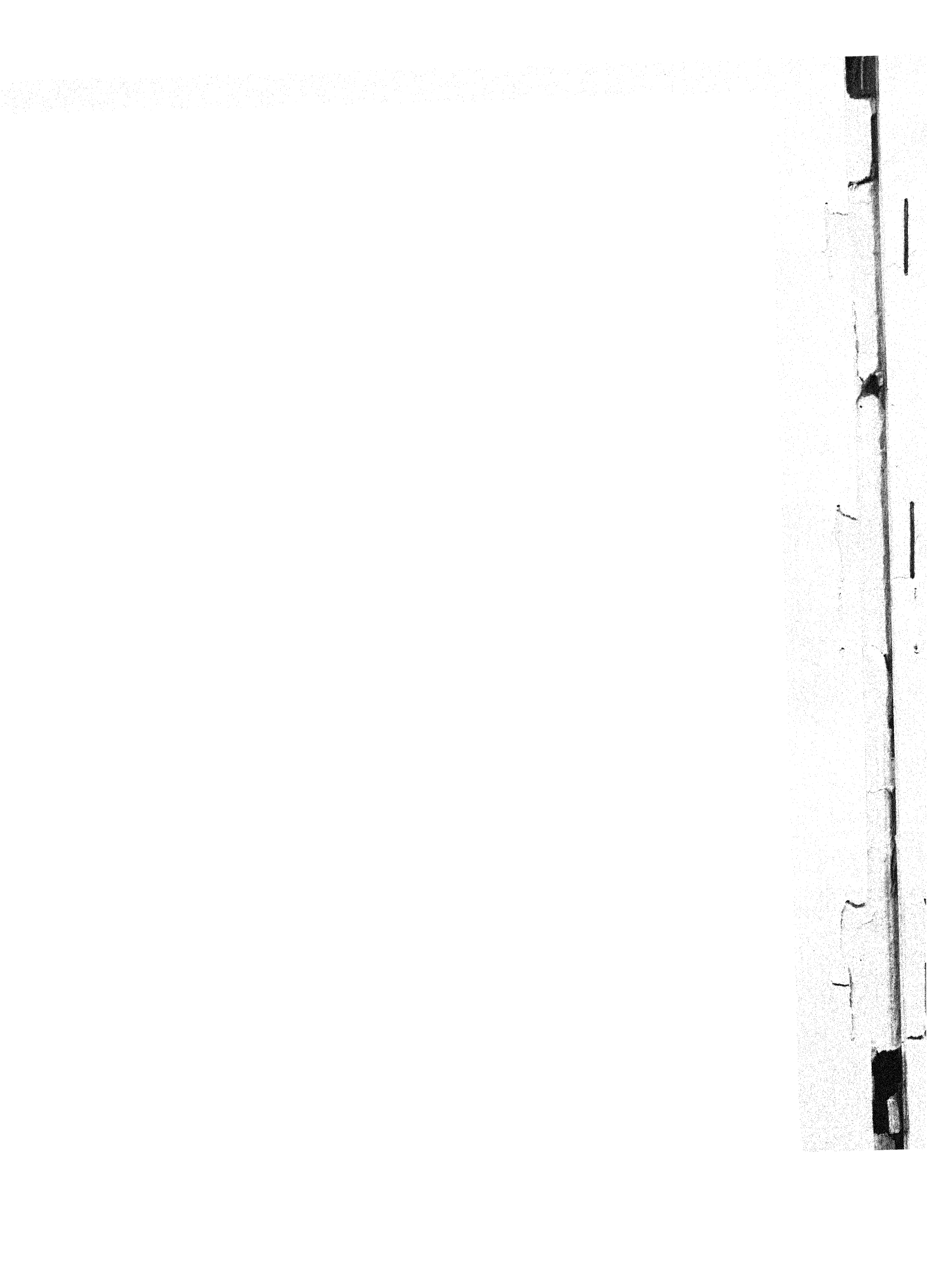
S e m i n a r
o n
U R B A N P O L I C I N G

Seminar papers and back-
ground material.

CONTENTS

- | | |
|--|--|
| 1. Rising Crime rates in Urban Areas | Shri N.S. Saksena |
| 2. Role of Computers in Urban Areas | Shri Anantha Chari |
| 3. Urban Policing : Traffic Management. | Shri G.S. Mander |
| 4. A study on allocation and utilisation of police force in Delhi. | Prof Kanti Swarup |
| 5. Organisation and System of Policing of medium-size cities. | Dr Mohit Bhattacharya;
condensation by
Dr A. Gupta |
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RIISING CRIME RATES IN URBAN AREAS

B Y

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Cities of half a million were not unknown even in the pre-industrial age but these were mainly capital cities. The proliferation of cities is a recent world-wide phenomenon. From the law-enforcement angle these cities face several problems - increase in vices, complexity of investigation, violence, traffic congestion, white-collar crime and rising rates of traditional crime. This article deals with only one aspect viz rising graph of traditional crime. London was a chaotic city in the first half of the 19th century. The Metropolitan police did wonderful work in making it one of the most peaceful cities in the world. This reputation has been lost in the last two decades. In 1920s London registered about 15 thousand indictable offences per year. With the same population of about 75 lakhs it is registering in 1970 about 3½ lakh offences i.e. 23 times. This high jump in crime rate is proportionately more in car thefts and other property crimes than in offences against the person, though these are also rising fast; in one decade from 1960 to 1969 crime against person went up from 39 to 93 per lakh of population. In U.S.A., however crimes against person as well as property have been going up during the last 20 years or so. With the murder rate going upto nearly 8 per lakh of population in the year 1968 - 72 the situation is quite unsatisfactory. A few cities in U.S.A. have become quite unsafe after dark. In India statistics are quite unreliable but older residents know the deterioration during the last 15 years and especially during the last 5-6 years. This is common to both urban and rural areas.

2. The deterioration is not a sudden cancerous growth; it is more like slow-wasting T.B. However the situation is not desperate. Japan treated crime as a non-political, non-party national problem and has succeeded in reducing real crime during the 10 years, i.e. from 1966-1975. No other democratic country - U.S.A., U.K., Germany, France, India - has succeeded in this respect. The problem is growing much worse every year. Let us view it historically.

GROWTH OF URBAN AREAS

3. Till 1650 or so even 5% of the world's population was not urban. At this time world's population

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was about 54 crores i.e. less than the total population of India at present. Urbanisation is a child of the Industrial Revolution and this has gone hand in hand with rapid increase in population due to fall in death rate. At present certain countries like Britain, Belgium and Netherlands are more than 90% urban. In Western Europe, North and Central America and Australia the percentage is approaching 75% i.e. the pattern of living is predominantly urban. Even in the under-developed countries of Asia and Africa urbanisation has now exceeded 25 % and 20 % respectively. In India urban population increased from 11.4% in 1921 to 20% in 1971. In 1981 the percentage is likely to reach 23%. This 23% population is likely to account for about 50% of the Grime.

RAPID INCREASE IN BIG CITIES

4. In 1850 there were only four big cities in the world having a population of more than one million (10 lakhs). In the next 50 years (1900) the number increased to 19 and by 1950 the number was over 100. In 1970 the number crossed the 150 mark. It is further likely that by 2000 AD (only 22 years hence) the number will be over 250. Urban population is increasing at a much faster rate than the general population and here also big cities are expanding faster than small ones. This has made for qualitative changes. In the Greek city States of 50 thousand persons, cities promoted science, philosophy and corporate living. Small cities make for homogeneity and a common understanding ; nothing like this is valid when a city becomes big.

5. In India the commonly accepted definition of a big city is one having a population of more than five lakhs. There were 14 such cities in 1961: Calcutta, Bombay, Delhi, Madras, Hyderabad, Bangalore, Ahmedabad, Kanpur, Nagpur, Poona, Lucknow, Agra, Jaipur and Varanasi. By 1971 four more cities qualified for this honour - Indore, Madurai, Jabalpur and Allahabad.

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6. It is expected that by 1981 about 10 more cities will join this group namely Patna, Surat, Baroda, Jamshedpur, Cochin, Dhanbad, Amritsar, Trivandrum, Gwalior and Srinagar. With 28 such cities no authority can afford to ignore the special police problems in these areas.

SPECIAL PROBLEMS

7. It is not at all suggested that rural and urban crime can be divided into two water-tight compartments. There is no rural crime which cannot and does not occur in cities, similarly there is no urban crime which is not present in some rural areas. However, certain crimes like dacoity and road robberies are common in rural areas while certain crimes are more common in cities. There are also several law and order problems which are peculiar to cities.

8. It is neither possible nor necessary to make an exhaustive list of these. By way of illustration, some common urban police problems may be mentioned:

- i) Student trouble in Universities and in Degree Colleges.
- ii) Industrial unrest and labour agitation.
- iii) Demonstrations by various political parties, hunger strikes, dharnas etc.
- iv) Satta and other forms of gambling.
- v) Smuggling and sale of illicit liquor, opium and other intoxicants.
- vi) Immoral traffic in women, kidnapping of boys, bogus orphanages etc.
- vii) Police arrangements for big functions like cricket matches, sports meets, cultural performances, exhibitions, etc.
- viii) Security of vital installations like railways, airports, power houses, water supply, telephone, telegraph etc.
- ix) Pick-pocketing
- x) Traffic control
- xi) Problem of missing children
- xii) Juvenile delinquency
- xiii) Economic crimes relating to price-control, regulation of supplies, rationing etc. for example hoarding, profiteering, forgeries in ration cards, permits and licences, etc.
- xiv) A closely linked underworld.

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CRIME IN BIG CITIES

9. Some of the factors which lead to a higher rate of crime in big cities are:

- i) The vast majority live in anonymity and have no contact with each other. Social ties are few and individuals are generally on their own. Several individuals seek cheap excitements.
- ii) Life is busy and older and younger groups rarely meet each other. The generation gap is wider than in the rural areas. This factor tends to juvenile delinquency.
- iii) Different groups are separately organised and their interests often clash leading to agitations, processions, etc. Labour, students, Governments employees are a few such groups.
- iv) White collar crime is easier in cities than in rural areas, where people know each other.
- v) A large number of males come along to cities to earn a living and they have no healthy checks usually exercised by families. This leads to alcoholism, gambling, prostitution, etc.
- vi) Political parties have their organisational headquarters mainly in cities and they are quick to exploit situations for their political advantage.
- vii) Lastly the city police in India is generally so much pre-occupied with law and order and bandobast that it cannot devote adequate attention to investigation of crime.

EXPLOSION IN POPULATION - PICTURE OF CHAOS

10. While the population of London has remained almost the same - nearly 75 lakhs - for more than 50 years the explosion in population in several cities in Asia, including India, has created a picture of chaos in several

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fields of administration - including the police. During the last 33 years (1945-1978) or so the population of the following cities has increased from about (in millions) : -

ASIA

MANILA	1.0 to 4.5 millions	- 7.5 times
JAKARTA	0.6 to 6.0 millions	- 10 times
SEOUL	1.0 to 7.5 millions	- 7.5 times
TAIPEI	0.25 to 2.5 millions	- 10 times

INDIA

DELHI	1.0 to 5.5 million	- 5½ times
CALCUTTA	2.0 to 10.0 million	- 5 times
BOMBAY	2.0 to 8.0 million	- 4 times
MADRAS	0.7 to 3.5 million	- 5 times
HYDERABAD	0.5 to 2.5 million	- 5 times
AHMEDABAD	0.5 to 2.0 million	- 4 times
BANGALORE	0.4 to 2.0 million	- 5 times

11. It requires a super-efficient administrative apparatus to cope with such a fast increase; otherwise chaos is bound to be the result in several spheres of administration, most of which directly or indirectly contributes to increase in crime. Even countries like USA, USSR, etc. have not been able to avoid slums and ghettos in rapidly expanding cities. This itself is one of the important causes of increase of crime rate. Crime rates in slums are much higher. Planned cities with little or no slums do not face this problem.

12. Again such a rapid expansion is not due to the normal excess of births over deaths. The main cause is influx of new elements, not always known to the old inhabitants. This reduces the homogeneity and mutual acquaintance of the population and is bound to increase the rate of crime.

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FREEDOM VERSUS COLONIAL RULE

13. This history of the world shows that but for rare exceptions, crime rate is always higher in a democracy than in an autocracy for several reasons. The methods by which colonial regimes - British, French, Dutch and Portuguese - maintained law and order cannot be used in a free country. The combination of judicial, administrative and police powers is always more effective for crime control but it is a hardly permissible in a democracy.

INCREASE IN NUMBER OF FIRE-ARMS

14. All imperial powers tried to keep their subject people disarmed. During the Second World War training in fire-arms was acquired by a large number of people and they acquired a large number of fire-arms due to several factors:-

- i) large number of fire-arms of World War-II falling in the hands of the people;
- ii) the illicit manufacture of firearms;
- iii) the liberalisation of laws relating to firearms;
- iv) the availability of firearms for a freedom struggle as, for example, in Bangladesh in 1970-72.

The natural consequence has been an increase in crimes of violence, involving use of firearms.

15. The presence of a large number of fire-arms - both licensed and unlicensed - in the hands of bad characters and the leniency of the Arms Act of 1959 (as compared to the Arms Act of 1878) and its still more lenient implementation have created an undesirable situation. During these years vested interests have grown round this trade. For several years past the use of firearms has become frequent in cities of northern India. In 1959 when the old Arms Act of 1878 was repealed and the new Arms Act was enacted the national mood was to get rid of a legislation which the foreign rulers had used to disarm a subject nation. The new idealism was to give fire-arms freely to law-abiding citizens to save themselves from dacoits and anti-social elements. The benefits have been reaped largely by bad characters. Sophisticated weapons are so expensive that even moderately well-to-do persons have no incentive to purchase them while these have been acquired on a large-scale by anti-social elements.

16. The proliferation of firearms had lead to a

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deterioration of crime situation in several countries. Terrorism in a few countries is all pervasive. During recent years, Japan has been one of the very few countries, which has achieved some success in reducing violent crime and one of the important methods used by them was strict control of the possession of firearms and swords. Possession of firearms by private citizens is completely prohibited. If a Japanese policeman was to learn that Delhi has 50 thousand firearm licensees he would be shocked. In contrast 750,000 persons lost their lives in the USA from 1900 to 1970 owing to firearms yet vested interests prevented President Johnson in implementing his proposal to register and license all firearms (Page 1027, the American Pageant by Thomas A Bailey).

MORE VICE MORE CRIMES

17. One may be accused of being ante-diluvian in outlook yet there is overwhelming evidence to prove that the three known vices - alcohol foremost, then gambling and lastly prostitution - lead to increase in crime rates. This does not mean that banning all three by law is the remedy.

18. The working of excise departments, purely from revenue considerations, without any thought of controlling crime has added to the crime rate. The rules framed by the excise departments are knowingly violated, because thereby revenues go up. The consumption of liquor and narcotics has been increasing at a much faster rate than the growth of population of India's GNP or per capita income.

19. In the Fall 1974 issue of the US publication, Drug Enforcement, it was calculated that an average heroin addict in USA has to spend about 21,000 dollars per year on this drug. "Taking the estimated number of heroin addicts as quarter of a million the total cost of heroin addiction in USA comes to over 5 billion dollars. The addict who must steal property in support of his habit can usually realise only 20 per cent of its actual resale value. Assuming that 60 per cent of the addicts raise the funds required from thefts, the United States pay more than \$ 15 billion for the maintenance of heroin addiction in property losses alone".

20. A survey by Shri K.K. Mukherjee of 50 male murderers in Tihar Jail in 1969 showed that as many as 30 were addicted to drink and of these 20 admitted that they would not have committed the murder if they were not under the influence of drink. Mahatma Gandhi knew all this and, therefore, he declared alcohol as the root of many evils.

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21. By separating facts from propaganda one has to admit that crimes rates in USSR and China are much less than in the affluent Western democracies. There are many causes for this but one important cause is the curbing of vices. One can read pages 297 to 301 of Colin Simpson's book "This is Russia" and this will be in accordance with the experience of those who have visited USSR. The absence of night-clubs, female sign-singers with low necklines, books on sex and violence, sex appeal magazines etc has to be contrasted with life in New York, Tokyo, Hong Kong, Calcutta, Bombay, Delhi, etc.

CRIME RATES

22. Is Delhi more safe than London, New York, Tokyo, Paris and Moscow? If an answer is given merely on crime statistics it would be wrong for the following reasons:-

(i) Countries like India, Pakistan and others previously under British rule have been practising non-registration of crime or concealment of crime for the last 60-70 years. This was the result of non-implementation of some vital recommendations of the Police Commission of 1902. It will take too much space to go into details. This has been proved beyond a shadow of doubt by the reports of several State Police Commissions - U.P. Police Commission of 1961-62, Punjab Police Commission of 1961-62, Delhi Police Commission of 1966-68 and finally in very great detail by the U.P. Police Commission report of August 1971 which devoted several chapters to this problem.

(ii) In several countries like Japan, USA etc, there is not that differentiation between cognisable and non-cognisable crimes as in India.

(iii) The manner of compiling statistics often remains the same while conditions change radically. For example one important head of crime in USA is theft of 50 dollars or above. The value of 50 dollars has changed radically in USA during the last 45 years.

(iv) Countries like Canada include many more offences in their statistics. In India statistics refer only to cognisable offences listed in the I.P.C. while many countries list offences like those under the Motor Vehicle Act, Excise Act, Arms Act, Opium Act, Drugs Act, etc.

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23. The registration of cases per lakh of the population is approximately as follows:-

India and Pakistan	A little less than 200
Ceylon and Malaysia	About 400
Delhi, Hong Kong, Rangoon	700-800
Japan	1100
Tokyo and Paris	1200-1600
France and Australia	2000-2500
USA and UK	About 3000
Federal Germany	About 4000
New York and London	About 4500-5000
Canada	About 7000

If these figures were to be statistically interpreted by people, who do not understand details, several people from New York and London should rush to settle in the peaceful city of Delhi.

24. As there is no uniform yardstick to compare conditions in different countries, only approximate qualified judgment are possible. A few of these yardsticks are:-

- i) the risk to young girls at night and in lonely places;
- ii) the fear of pick pocketing in crowded places;
- iii) the fear of burglary at night;
- iv) the risk to old men and women in homes, where there are no young people to look after them. In affluent countries over 20% are over 60 and this percentage is likely to reach 25% by the end of this century.

25. The standard set for the law enforcement machinery (which includes legislatures, police, courts and jails) by our Rishis was (carefully mark each word) that a young, good-looking girl, laden with ornaments, should be able to walk safely in streets at night. This ideal is still practical for Naga and Mizo girls in Nagaland and Mizoram, entirely owing to the chivalrous character of the people. It was true for a large part of India till the reigns of Chandra Gupta Maurya and Ashoka. It was there in the reigns of Balban and Sher Shah.

CONCEALMENT OF CRIME AND ITS EVIL EFFECTS

26. There is hardly any doubt that if all cognisable crimes were registered as they should be, as laid down in the Cr.P.C., the total figure for cognisable crimes in India, should be at least double the present figure of about 12 lakhs. The non-registration of crime is itself a cause of increase in real crime for the following reasons:-

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(i) At one stroke it frees the State Govts and Senior Police Officers from the compulsion of working hard to catch criminals and to work out crimes. They can all show lower crime figures, higher percentages of detections, good percentage of recoveries of property by registering selected cases likely to be worked out.

(ii) There is nothing which has made the police so unpopular. The average citizen is bound to hate the police force if in, say, 3 cases out of 5, the police will not even register his complaint, let alone give any other relief. We can imagine the popularity of the hospitals, that refuse to admit patients. As a result of the hatred generated in the public, the police loses the most vital support in the fight against crime.

(iii) Concealment of crime on a large scale makes it impossible to calculate with any accuracy the strength of the staff needed in any area for investigation or for watchand ward. As a result, the number of investigating officers is always far less than required.

(iv) It hampers investigation. There are a number of specific cases in which dacoits or burglars are arrested, stolen property recovered on their confession, but the criminals cannot be proceeded against in any court of law because it is found that no such cases had been registered at the police station.

(v) The Station Officer of the police station finds it almost impossible to take any action against the delinquent subordinates who are mixed up with criminals. These delinquent keep a note of all concealed crimes and if the Station Officer tries to assert himself, they persuade some of their supporters to give an application to the Superintendent of Police giving a list of these cases. This blackmail keeps many Station Officers quiet.

(vi) The Station Officer becomes equally susceptible to the blackmail of local influential persons who can any day threaten to use this stick.

(vii) Several officers from the Superintendent of Police down to the rank of Sub-Inspectors get annual confidential remarks, which are, at least, incorrect in one aspect, viz., crime control, literally; thousands of honest officers are demoralised and they have also to join the race of their bad colleagues in concealment.

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(viii) Criminals are encouraged in more ways than one:

(a) Some petty pick-pockets or burglars know full well that they are safe from the attention of the police as their victims cannot even manage to get their cases registered.

(b) Unless a large number of cases are registered, it is difficult to deal with some of the behind-the-scene agencies of crime, e.g., receivers of stolen property, harbourers of criminals, those licensees who supply their arms and ammunition to undesirables, etc. Evidence against such persons generally accumulates by investigating a bunch of cases in which they are involved.

(ix) Concealment creates an exceedingly vicious circle. Having concealed the petty crimes of a burglar or a dacoit, the Station Officer is afraid lest subsequent serious crimes by the same gang or criminal be worked out by the supervisory officer who may interrogate the accused and the latter may confess to a number unregistered cases.

(x) Above all, concealment makes the public form a very bad impression about the integrity of the force. The public assumes that policemen are sharing in the loot of the criminals and that that is why they are not registering cases against them. While this charge may be true in a very small percentage of cases, in the vast majority of cases the motive is not corruption but concealment.

DELAY IN COURTS

27. One of the important causes of increase in crime in many democratic countries is the slow disposal of criminal cases in courts due to highly legalistic procedures. In India the delays have become so serious in a few States like U.P. and Bihar that this may be taken as perhaps one of the two or three most important factors. Criminologists all over the world are agreed that what deters potential criminals is not so much heavy punishment as quick punishment. If pickpockets, burglars or goondas in assault cases are convicted to 2 years within 15 days it has a much more salutary effect on the under-world than conviction after one year even to much longer sentences. This alternative is in reality theoretical because delayed trials reduce chances of conviction. By the time the case is heard in court we have in U.P. perhaps the fourth Station House Officer, who is not at all interested in the case prosecuted by the fourth predecessor. There are difficulties in tracing witnesses, who frequently change their residences, specially in cities. To quote one example ; 20 years back

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Superintendents of Police in U.P. used to make lists of cases pending for over 3 months and 6 months in courts. Now they make lists of cases pending over 1 year and 2 years. The result is a steep fall in conviction to a mere 14% in 1977. This alone is enough to increase crime in U.P.

28. Delays in courts are encouraging private revenge. In more and more cases villagers tired of court procedures, give a severe thrashing to criminals, who/caught, before /are handing over to the police. Encounters with para-military forces like the PAC in U.P have now been found to be a much better method of fighting the dacoity menace than trials in courts of law.

LACK OF JAIL ACCOMMODATION

29. Any talk of building new and modern jails is interpreted in uninformed circles as a sign of autocracy. The reverse is the truth. The failure of practically all State Governments to build new jails is having the following consequences:-

- i) Juveniles are locked alongwith confirmed criminals spoiling all hopes of their growing into useful members of society.
- ii) Undertrials and casuals are also turned into confirmed criminals.
- iii) The prisoners face serious hardships.

30. In the October 1974 issue of International Criminal Police Review Mr. Jacques Leaute, Director of the Paris Institute of Criminology, has written an article on "Doubt about Rehabilitating Offenders Through Imprisonment". This confirms the experience of the majority of law enforcement officers. His main conclusions are :-

- 1) All prison reforms have failed to prevent recidivism and at least 50 per cent criminals go back to crime after release from prison.

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- ii) This does not mean that we should abandon our efforts to construct modern prisons, train prison personnel and have different types of prisons for different types of offenders etc.
- iii) The main function of prisons is to save society for a limited period or for life from hardened criminals.
- iv) Prisons do act as a deterrent for non-offenders, who are tempted to commit crimes but are held back by fear of penalties.

A better crime control will mean more investigations, more prosecutions, more convictions and finally more convicts in jails. This is inevitable and no substitute for jails has yet been found. It has been the experience of all countries that a certain hard core of criminals cannot be prevented from committing crimes except by putting them in jail. In a country like India the rough estimate comes to 50 per lakh or one per two thousand of the population. Unless we have this much jail capacity, the result will be that hardened criminals will have to be let out periodically on some excuse or the other. About 40-50 years back jail capacity was enough but now in most of the States it is much below the need.

31. In Delhi the population has increased almost 8 times from 1941 to 1978 but jail accommodation has not multiplied even twice. It was 700 in 1941 and is less than 1400 in 1978.

32. The figures for Uttar Pradesh are as follows:-

S.No.	Year	Average per year		Average per lakh of the population	
		<u>Convicts</u>	<u>Under trials</u>	<u>Convicts</u>	<u>Under trials</u>
1.	1901-1903	23,736	1,700	48	3.5
2.	1906-1915	22,570	2,711	46	4.5
3.	1916-1925	23,518	3,164	50	6.7
4.	1926-1935	27,532	4,567	55	9
5.	1936-1945	26,157	6,519	46	11.5
6.	1946-1955	18,975	11,474	30	18
7.	1956-1960	24,072	11,418	33	15.4
8.	1961-1965	26,026	12,167	32.5	15
9.	1966	27,534	11,941	34	14.9
10.	1967	25,826	13,183	30.4	15.5
11.	1968	24,323	15,012	28.6	17.7

By 1977 things went much worse.

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SYNDICATES OF ORGANISED CRIME

33. Syndicates of organised crime are a peculiar phenomenon of urban crime in an industrial society. There are gangs of dacoits in rural areas but these syndicates are of a different character and they are organised like industrial concerns with a combination of military operational efficiency. These syndicates have vast resources because their profits are enormous. Unlike those who are driven into property crimes by sheer poverty, these criminals are educated, well-bred and rich and do not deserve any misplaced sympathies of reformers. The majority of these criminals do not live in slums and they have absolutely no reason to feel any sense of resentment or hostility against society. To them crime is a business; they will do it as long as profit is greater than loss; they will cease committing crimes only when they find that the loss outruns profit. These criminal activities yield them good income over and above their legitimate earnings. Out of this huge illegal income they set apart a portion for defeating the various agencies of law enforcement and getting hold of various levers of power.

34. There is no doubt that syndicates of crime got their notoriety and their present dimensions first in USA. It was born in a big way because prohibition was introduced without any preparation. The profits of organised crime in this field were enormous. However "gangsters rapidly moved into other profitable and illicit activities: prostitution, gambling, and narcotics. Honest merchants were forced to pay "protection money" to the organised thugs; otherwise their windows would be smashed, their trucks overturned, or their employees or themselves beaten up. Racketeers even invaded the ranks of local labour unions as organizers and promoters. Organized crime had come to be one of the nation's most gigantic businesses. By 1930 the annual "take" of the underworld was estimated to be from twelve to ~~xxxxx~~ eighteen billion dollars—several times the income of the Washington government. (pages 831 - 832 of the "American Pageant" by Thomas A. Bailey).

35. It is true that syndicates of crime are much less in India than in USA. However their tentacles have gone deep in this country also. In order to fight these elements in cities a several-pronged attack is necessary:-

- (i) action by the local police;
- (ii) action by the States CID to trace the organisers;
- (iii) heavy mandatory punishments on those convicted by ~~xxxx~~ courts;
- (iv) simultaneous action by the Income-tax, Customs, etc.

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INCREASE IN CORRUPTION

36. The definite increase in corruption in several spheres has led to increase in crime. Any link of politicians with criminals and dishonest police officers ultimately means that the latter two do not face the rigours of law and departmental action.

37. The corruption amongst court staff also favours the criminals and there are several methods by which these favours ultimately lead to increase in crime.

38. Every knowledgeable person knows that liquor and other intoxicants, good food and other luxuries are available inside jails, to those who can pay. This means that jail life has no terror for criminals, who are rich.

39. Lastly, as regards the police there has been deterioration even in the citadel of integrity - the Metropolitan Police of London. There was recently a mutiny in Hong Kong Police where the new Commissioner of Police started an anti-corruption drive. Corruption in the police in USA is very old.

40. While corruption in all spheres of life has increased its increase in the police is one of the direct causes of increase in the incidence of crime. Many police officers talk of efficient, though corrupt, officers and honest, but inefficient, fools in the police. There are others who go to the other extreme and say that only an honest officer can be efficient. It has to be understood that policemen cannot be divided into whites and blacks; there are several shades in between. There are even those who say that SHO's have to spend money on official work for which no financial sanctions are available - purchase of stationery, kerosene oil, transport of dead bodies, keeping uniform in proper shape, conveyance (Government sanctions Rs.40-50/- per month for a motor cycle whereas a Sub-Inspector/Inspector spends Rs.150-200/- per month), food and lodging of witnesses, who are called but not heard in courts, repairs to furniture, whitewashing etc.

41. There are some who only accept gifts and cash for specific favours such as those relating to licences for fire arms, fire works, petrol pumps, cinema sites, and for character verifications and a host of miscellaneous matters, in which police reports are asked for.

42. The much worse are those who spall investigations for corrupt motives i.e. the real accused are not brought to book.

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43. The worst category are those who organise gambling dens and illicit distillations, sale of other narcotics e.g. opium, hashish etc., patronise brothels and bad characters.

44. Corruption of any kind lowers the image of the police, destroys an officer's capacity for bold action, makes police-public co-operation difficult and thus indirectly promotes crimes. Even if one grudgingly accepts the argument of a few police officers that there can be efficient police officers, who are not strictly honest, any increase in the number of the latter categories directly and quickly leads to increase in the incidence of crime. The number of Sub-Inspectors and Inspectors, falling in latter categories was not so numerous, say, 15 years back. Now this category has grown and unfortunately most of them are so powerful that action is rarely taken against them.

CONCLUSION

45. The following general conclusions may be stated.

- (i) Crime is increasing everywhere in the world except perhaps in Japan.
- (ii) City crime is increasing even faster.
- (iii) There are numerous reasons for this - the majority are unconnected with the police - special law and order problems, claiming major police attention, explosion in population, misuse of freedom by a few sections, increase in firearms, increase in vices like alcohol, gambling and prostitution, court delays, lack of jail accommodation etc.
- (iv) Unless a simultaneous effort is made on several points discussed above it is not possible to prevent the crime situation from worsening year by year. We have to guard ourselves against complacency by our own doctored statistics. The situation has already reached that stage when one competent I.G. in a State or one competent Superintendent of Police in a district cannot improve the situation within a short time.

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- (v) If democratic values have to be preserved, simultaneous and quick attention is/ necessary to laws, police, courts and jails.
- (vi) The only method of fighting crime is to achieve the apparently contradictory objectives - democratic control of the police but impartial and non-political administration. Crime should be taken out of politics.

46. This article was meant only to highlight a few important reasons why crime rates are going high everywhere in the world, including India. It would need a book to suggest remedies as the various aspects of law-enforcement are interlinked with each other and isolated solutions to isolated problems are not possible. In this article non-administrative problems have intentionally been omitted e.g. downfall of moral values, the increase in money-power etc.

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"ROLE OF COMPUTERS IN URBAN POLICING"

- T. Anantha Chari,
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The problems of policing in urban areas have become very complex and the traditional methods of approach to handling these problems are not altogether adequate and effective. The process of urbanisation has brought in its wake new problems which need new solutions.

2. One of the important characteristics of an urban area is the large population inhabiting such places and consequently larger volumes of crime and criminals. Acute problems of accommodation, unhealthy living conditions and lack of privacy - all these tend to bring about problems arising out of weakening of interpersonal relations to a degree greater than one may observe in semi-urban and rural areas. These ultimately result in new forms of crimes.

3. These above problems are further aggravated by the fact that the population profile of urban areas constantly change, thanks to the large volume of floating population. This results in the Police and the population within the jurisdiction of a Police Station becoming anonymous with reference to each other. Fewer people know locations of Police Stations and can identify police officers and vice-versa. Therefore, the traditional methods used for identification of persons and individuals, which were good enough in the past, need changes.

4. Urban areas are characterised by good communication facilities spread over wide areas. This helps criminals to move about faster and helps them in committing crime in one place and to quickly reach an altogether different spot in a far off place. The varieties of crime that may be committed in an urban area are far too many compared to the rural settings. The criminals get good and ready outlets for disposing of stolen property very quickly in an urban environment.

5. All these indicate that in order to combat crime problems in urban areas, one must have not only very good communication facilities but also facilities which will enable the investigating officers to store large volumes of information about a large number of people involved in criminal activities and to retrieve the relevant crime and criminal information very quickly from out of a very large volume of information. Because of the problem of anonymity, crimes and criminal records have to be as detailed as possible, even more than in the past. This gives rise to the need for classification

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of these detailed particulars in a methodical manner, which will facilitate not only in recording them regularly but also in retrieving the required information very quickly.

6. The problem of crime handling in urban areas has yet another angle. People in urban areas form good targets of criminals. In a large number of cases, most of the members of the families in urban area are employed and, are, therefore, out of their homes most of the time during the day. Some of them may be employing unknown persons to look after their homes during their absence. This often results in major crimes being perpetrated by such individuals. Therefore, in an urban area, there is need for a system of verification of such strangers at short notice. In this respect the rural areas and semi-urban areas surrounding these urban areas become relevant because they are often the source of supply of not only household servants but also trained criminals for operating in the urban areas. If the police can make available facilities of verification of prospective house-hold servants, it would not only provide the much needed relief to the citizens, but will also reduce the incidence of crime on the above ~~same~~ score.

7. It has been observed in many parts of the world that modernisation and developmental activities have side by side increased criminal activities too. The emergence of organised crime and the numerous varieties of white-collar crimes may be cited to prove such a contention. Unless the Police are equipped with facilities to study in detail the emergence and activities of groups which commit organised crimes as well as resort to white-collar crimes, the Police operations can never be effective and successful. The happenings in an urban area tend to get greater publicity. People in urban areas are more demanding in terms of better and faster service. They, more than rural population, clamour for faster and quicker responses from the police. Therefore, it is imperative that the Police should be equipped with facilities which will constantly improve the response time.

8. It is in this context that a computer can fulfil an important role in helping urban Police to face this problem with greater confidence and efficiency. It will help the Police to serve the community better. Computers offer facilities for storing large volumes of data, retrieve them at great speed. Modern computers can be operated upon from remote locations, including a Police Constable on his patrol beat. Emergence of computer has given a new dimension to the capabilities of Police operations in combating crime.

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9. Whether it is a case of a crime with an unknown criminal or an unknown person who is suspected of involvement in some crime or of an unidentified property - in all these cases computer can render signal service in linking up vital clues. The importance of a computer-based fingerprint identification system needs no over-emphasis. It is possible with the use of a computer to identify a person on the basis of his fingerprints within ~~xx~~ a matter of a few minutes. At present in the manual system such identification takes anything upwards of a week.

10. Computer can play a very important role in crime prevention by linking up the data available with the Police, Courts and the correctional and penal services. Thus, a computer-based criminal justice system can help Courts to know the effect of the punishment given to an individual in the past and the correctional penal services to realise the efficacy of the treatment that was meted out in the past in respect of an individual or a group of criminals. For the first time, with the introduction of computers, the activities of these three limbs of crime prevention work can be co-ordinated in a more methodical and effective manner.

11. Another important area of police operations in urban settings where computer can be of immense use is in respect of what is called the "Command and Control System". A computer-assisted Command and Control system will help in answering questions of when, where and how to use the Police patrols to respond to various types of routine and emergent situations etc. It will further help in deciding the extent to which preventive patrols deter crime, how forces should be allocated by time and by geography, optimum patrol tactics, appropriate conditions for conspicuousness and for covertness, how to respond to riots and many other questions.

12. In a typical Command and Control System, telephone calls to the Police will be answered by a Controller who will enter the type of incident, the address and priority code into a keyboard connected to a computer. The controller can specify what the situation requires. For example, as to how many persons, how many vehicles etc. should be sent. The rest is then automatic. The computer maintains records of street address - location, the location and the availability of each patrol car and the best car to respond to a call. It prepares a dispatch order that is automatically sent to the selected car as a computer generated voice message or by some digital data link such as teletype. If the patrol officer does not acknowledge the message, say within 10 seconds, a second car can be sent to attend the call. The dispatch orders, status of the patrol cars, events in progress and other basic control information can be dispatched by the computer to supervisory officers who can always countermand a computer originated order.

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They can concentrate on the unusual while the computer automatically handles the routine.

13. Since the response time depends on a car's distance from the scene of occurrence, automatic call location devices can be typed directly to the computer so that it could dispatch the closest car. Experience in a few countries on the operation of such a system shows that even a crude system with the accuracy of only about $\frac{1}{4}$ of a mile radius would ordinarily serve the purpose. Burglar and other alarms, wherever they are in vogue could be linked directly to the computer. If the alarm went off, the computer knowing the alarm's location, could immediately dispatch the appropriate car without the controller's intervention.

14. A computer assisted command and control system offers many new possibilities for the deployment of a patrol party. With changing crime pattern in a city, the patrol parties could be suitably redeployed to respond to the situation. This system would ensure that when patrol parties are called away from some parts of the city for more urgent services, other units would automatically function as a back-up. Under a riot or other emergency situation, contingency plans could be programmed so that appropriate units could be deployed to meet the emergency and adequate back-up maintained. With all information on calls stored in the computer, complete analysis of the operations of the patrol party could be conducted regularly to aid in assigning forces in response to changing crime patterns.

15. Introduction of computer-aided command and control system may result in many possible equipment combinations and result in basic organisational and procedural changes. But there is no doubt that all these will result in faster response and speedier and effective crime prevention operations.

16. Computers help in traffic control in no small measure. Their utility can be particularly felt in urban areas and city situations.

17. One other area where computer can be of considerable help is in having a picture transmission service linked to a TV network. In this scheme the details of a crime and the photographs of individual criminals can be displayed all over the city areas for easy identification and apprehension. This has tremendous practical value in a compact urban setting.

18. I have not enumerated many other computer applications, both in terms of Police operations and in terms of Police management. I have deliberately restricted my description of the role of computers to what may be called typically urban problems. This does not mean, however, that the computer's utilities are limited only to the above.

URBAN POLICING : TRAFFIC MANAGEMENT

B Y

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1. Introductory

Control of traffic is a statutory duty of the Police under the Police Act of 1861, Indian Motor Vehicles Act and other various Special Laws. No other police activity so directly affects the life of all citizens as the regulation of traffic and enforcement of traffic laws. Every citizen uses the road; he may be a motorist, a cyclist, a bus commuter or a pedestrian. Every citizen is, therefore, bound to take notice of the effectiveness or otherwise of the police in ensuring efficient traffic management. Good police traffic management is, therefore, extremely vital to the maintenance of proper police-community relations, particularly in urban areas where traffic hold-ups and serious road accidents attract large scale attention and gain wide publicity through various media. It is, therefore, essential to examine whether the present laws, regulations and administrative arrangements are adequate to cope with various problems connected with urban traffic management.

At the outset, it must be clarified that urban traffic control cannot be considered in complete isolation from traffic management in rural areas and small towns. A large number of drivers using roads in big cities may have acquired their licences in Mofussel Sub-Division or District Towns and may have driven their vehicles for years in rural or semi-rural traffic environments. Similarly, hundreds of thousands of visitors come into big cities from different parts of the country who may not be aware of the correct use of side-walks, under-passes and over-bridges or of the significance of zebra crossings or pedestrian signals. Besides, road using habits are acquired early in life and are extremely difficult to change. Such habits acquired by drivers and pedestrians in rural areas and small towns continue to persist even when these persons start living in metropolitan towns. The general traffic environment in the country is, therefore, bound to be reflected in metropolitan towns also. Local measures taken to improve urban traffic conditions cannot, therefore, succeed fully unless some basic problems are tackled at national level.

2. Objectives of a Traffic Policy

It is in view of the above considerations that most

of the advanced countries in the world formulate their national traffic policies under which the basic objectives are spelt out. These objectives sometimes undergo changes in priorities consistent with various socio-economic developments. All the same, the following objectives are common to almost all traffic policies:-

- (a) Safety of road users.
- (b) Efficient circulation and prevention of congestion
- (c) Preservation of environmental conditions and control of pollution.
- (d) Conservation of national resources.
- (e) Transportation efficiency which may necessitate giving priorities to certain classes of vehicles during certain timings.
- (f) Prompt medical aid to the victims of road accidents and adequate provision for compensation to them or their dependants.

3. Multiplicity of Authority

We shall now examine how far the existing laws, regulations and administrative arrangements have succeeded in achieving the objectives enumerated above. To begin with, it must be understood that police by itself cannot achieve much success in realising these objectives unless a sustained effort is put in jointly by a number of agencies with the co-operation of the community at large. The maintenance of roads in urban areas is done by the civic bodies who are also generally responsible for maintenance of traffic aids, like road signs and signals, etc. The control on the maintenance of vehicles is exercised by the Transport Department who are also normally in charge of driver administration, except in cases where the driving licences are issued by the District Magistrates or other Executive Magistrates subordinate to them. The framing of traffic laws and traffic regulations is done by the Ministry of Transport. Besides, traffic management is also intimately connected with town planning. It often happens that while planning towns due regard is not paid to the need for proper traffic circulation and provision for parking by the town planners who do not care to consult the police at the initial stages. Besides, a number of socio-economic factors which are beyond the control of the police have a direct

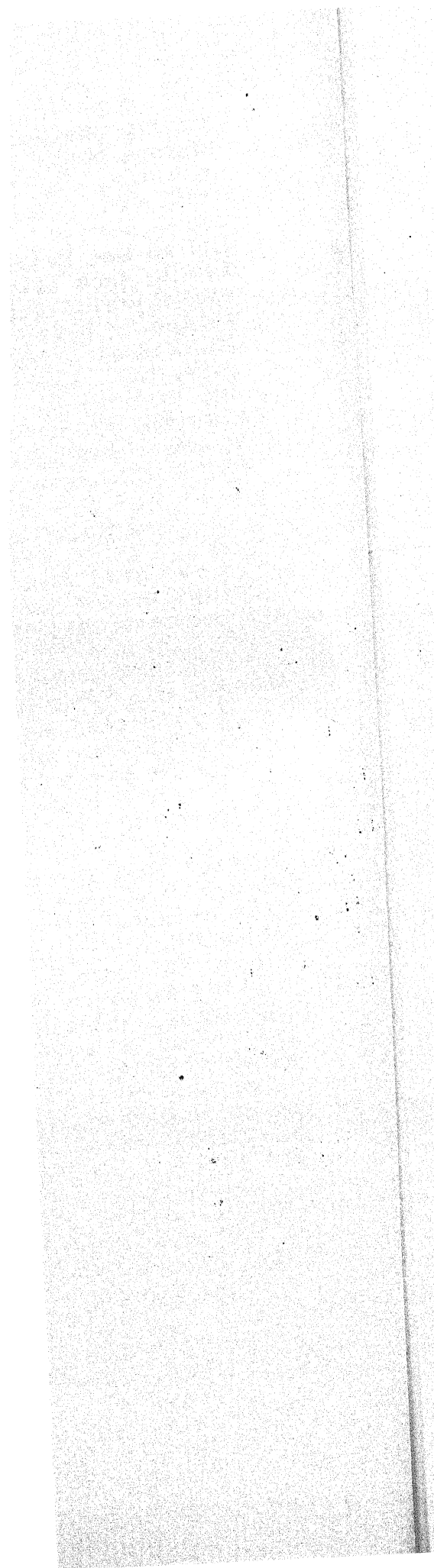
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bearing on the traffic. It would thus be seen that the traffic problems are mostly the creation of a number of factors beyond the control of the police and their solution, therefore, lies in a concerted effort by a number of agencies. However, wherever there is traffic congestion or accident, it is the police which is blamed and no one really bothers to ascertain the real causes which led to such situations. Since police is the main visible symbol of traffic management, the community expects the police to solve all their problems in this respect. In view of this, it becomes the duty of the police to focus public attention on the handicaps under which they are working and along with this to take initiative in ensuring proper co-ordination between all the concerned agencies for initiating adequate steps to have as effective traffic management as possible.

4. Problems of Traffic Regulation

I shall first discuss the problems connected with regulation of traffic in urban areas. Most of the traffic problems in majority of the Indian cities arise from inadequate road space, faulty intersection designs, poor maintenance of traffic aids, like road signs and road signals, inadequate parking facilities near main commercial and administrative centres, mixed nature of traffic, poor mass transportation system, inadequate number of traffic courts resulting in large pendency of cases, lack of road safety sense amongst all classes of road users and insufficient ill-equipped and poorly trained traffic police force. The maintenance of roads and traffic aids is carried out by the Public Works Departments of the civic bodies. Unfortunately, most of the engineers of these bodies are not fully conversant with the basic principles of traffic and transportation planning. Road signs are absent at many places where they should be and are often wrongly installed. Similarly, road marking is often not done and at many places lane markings, stop lines and zebra crossings are wrongly painted. The repair of traffic signals is not carried out promptly which often results in serious congestion and accidents at important intersections. Roads are often dug up for repairs by different agencies, like the Electric Supply Undertaking, the Telephone Department, etc., without any proper co-ordination amongst them with the result that sometimes same portion of the road is dug up at a few days interval by different agencies while they could have easily carried out the work at the same time or in quick succession. Again, adequate safety precautions are not taken at the places where roads are dug, thereby creating a serious traffic hazard.

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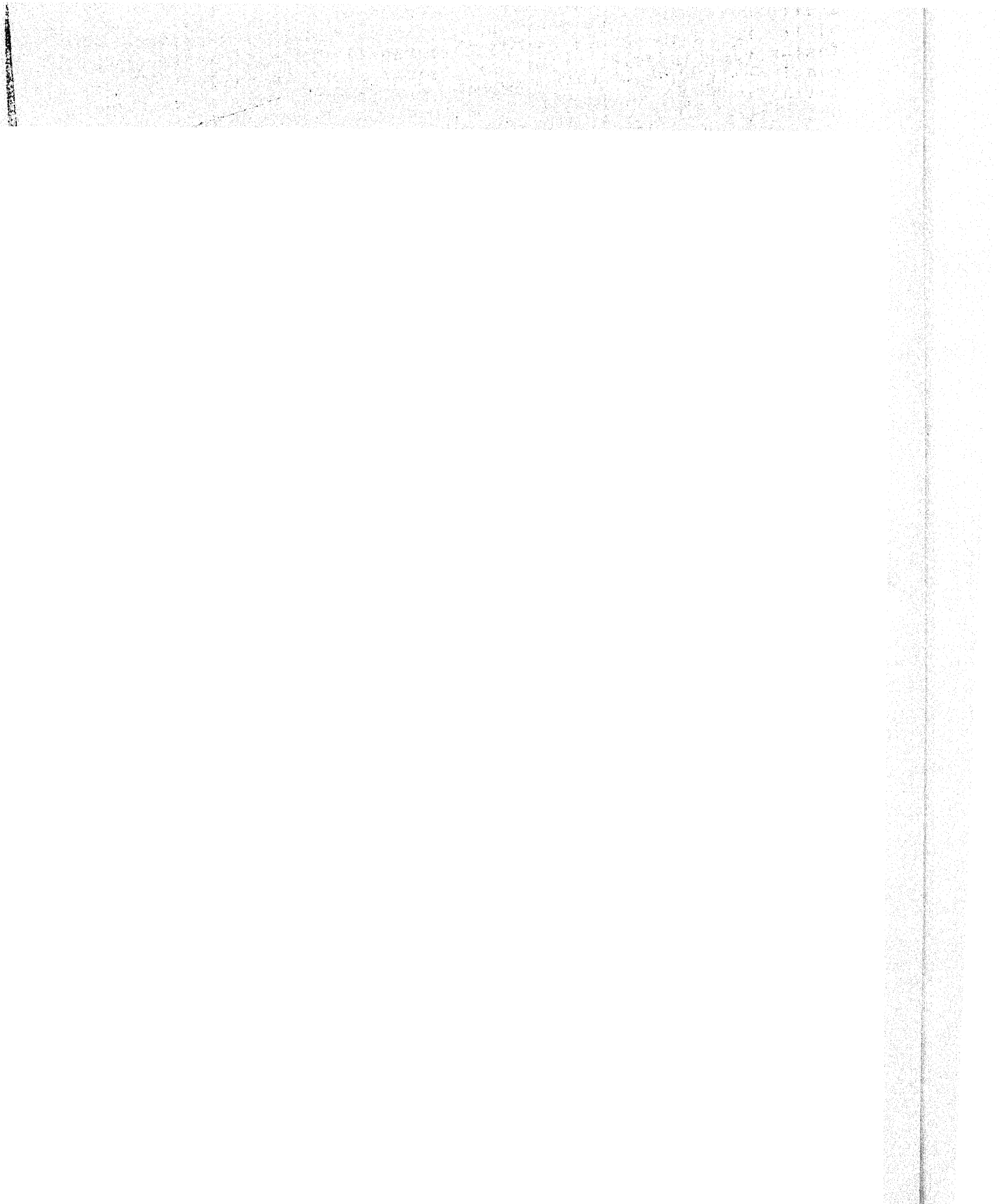
The situation in this respect is even worse in towns, like Delhi, where there are as many as four different agencies responsible for maintenance of roads. The solution lies in having a unified authority for maintenance of roads and traffic aids in metropolitan towns. There is also need for adequate training of the engineers and junior staff of the road maintenance agencies in the basic principles of traffic management. Besides the officers of the Traffic Police should closely associate themselves with the process of installation of road signs, traffic signals and road markings so as to ensure that traffic aids are installed at all places where they are needed and are correctly installed. Here I would like to mention that the traffic signs mentioned in the IX Schedule of the Indian Motor Vehicles Act of 1939 are completely outdated. These were basically meant for rural areas and are not suited to urban traffic environments. There is therefore, urgent need to replace them by internationally accepted mute road signs where a driver will not be handicapped by lack of knowledge of the language used in the road signs. The maintenance of electric signals should be either taken over by the Traffic Police itself which should have a Cell consisting of qualified personnel well supplied with necessary equipment and spare parts or the civic bodies should keep Flying Squads in their Control Rooms which should be able to go and repair any signal within a few minutes.

5. Mixed Traffic

One of the main causes for congestion in urban areas is the existence of a large number of authorised and unauthorised slow-moving vehicles, like cycle rickshaws, tongas and bullock-carts. The existence of a large number of cycles further adds to the problem. One of the main effective ways of ensuring efficient and conflict free traffic circulation is to have a series of synchronised signals allowing a platoon of vehicles to pass many intersections uninterrupted provided all the vehicles travel approximately at the same average speed. However, it becomes impossible to apply this technique in cases where the traffic stream consists of a mixture of motorised and slow-moving vehicles. The ideal solution would be to either completely eliminate the slow-moving traffic, excepting cycles, or to segregate them from the fast-moving traffic. However, sufficient road space would not be available in majority of the roads to permit complete segregation of slow-moving and fast-moving traffic. Similarly, socio-economic and political considerations may not allow complete elimination of the slow-moving traffic. A feasible solution of the problem would possibly include:-

- (a) Banning the plying of slow-moving vehicles on main arterial roads, particularly during the morning and evening peak traffic hours.
- (b) Provision of separate cycle tracks along the main arterial roads.

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- (c) Allowing slow-moving vehicles to ply in narrow by-lanes and in some of these fast-moving traffic could be absolutely banned making a provision for allowing the vehicle belonging to the local residents.
- (d) A phased programme of elimination of slow-moving traffic by rehabilitating those who are now plying these vehicles authorisedly by giving them alternate employment in Co-operative Transport Companies with financial aid from various state institutions. Along with this, the administration will have to take stringent measures to check the plying of unlicensed and unauthorised slow-moving vehicles.
- (e) The existence of a large number of whole-sale markets dealing with commodities like grain and timber, etc, as also the offices and godowns of the transport companies in the heart of the city necessarily generates a lot of commercial traffic consisting of trucks and bullock-carts, etc, which naturally leads to serious congestion. These markets must be shifted to properly planned complexes in peripheral areas. In the mean time, all that can be done is to ban the plying of such vehicles during peak hours and, as far as possible, have the loading and unloading operations carried out during the night.

6. Problem of Cyclists

As far as cycles are concerned, their use must be continuously encouraged, particularly till such time efficient mass transportation systems are developed in the town. The use of cycle straightway fulfills two main objectives of a traffic policy, namely control of air pollution and the conservation of national fuel resources. Besides, cycle is inexpensive and contribute substantially to the physical fitness of the user. In the Indian conditions, therefore, the cycle will continue to have an important place as a means of transportation, even in urban areas. The problems of the cyclists must, therefore, find high priority in traffic planning and enforcement in all big cities. Unfortunately, the cyclist is one of the most harassed units of traffic stream, along with the pedestrian. Notwithstanding the fact that he himself generally displays serious ignorance of traffic regulations and often indulges in violation of traffic signals, the cyclist certainly deserves a much better deal than he has been getting so far in the Indian towns. Commuting by cycles is mostly confined to morning and evening peak hours when employees living in low cost localities go to or return from their places of work. Such routes should be identified and provided facilities of segregated cycle tracks and grade separated inter-sections so as to allow them conflict free travel. The maintenance of cycle tracks, particularly ensuring a smooth road surface and proper lighting, is also essential without which



the cyclist would be reluctant to use the cycle track. These measure, of course, have to be backed by adequate education and enforcement effort by the police.

7. Driver Administration

The weakest area in traffic management in India, particularly in metropolitan cities is the driver administration. The provisions regarding licensing of drivers are contained in Chapter II of the Motor Vehicles Act of 1939. Section 21 of this Act lays down that the State Government may make rules for, amongst other things, the appointment, jurisdiction, control and functions of the Licensing Authority. The Licensing Authorities in most states are either the officers of the Transport Department or the District Magistrates and Sub-Divisional Magistrates. The Licensing Authority has also the power to suspend or cancel the driving licence under certain circumstances. This power also vests in the judicial courts trying cases under the Motor Vehicles Act. The present system suffers from the following draw-backs:-

(i) Facilities for training of applicants for driving licence are almost non-existent. There are no government run driving training schools where the applicants for driving licence, or at least the instructors of the private driving training schools could be adequately trained, both in the skill of driving and the knowledge of traffic regulations. There are some privately run driving training institutions but most of these only give training in driving, halting and parking of the vehicle. They do not have adequate facilities or qualified staff for imparting sufficient knowledge of traffic regulations, road manners and the significance of various road fixtures. As a matter of fact, most of these driving training institutions merely act as agencies for getting driving licences to their clients by using their influence in the Office of the Licensing Authority. Proper control over the driver training schools is, therefore, absolutely necessary. They should not be allowed to enrol students unless their premises and facilities are inspected by a team of experts, including those of the Traffic Police, and certified to be adequate. Hereafter, these institutions should be subjected to periodical inspections so as to ensure that they continue to have competent and qualified staff for teaching the students as also all over other facilities for imparting such training.

(ii) The applicants for driving licences should be put through a stringent test. This should include a written paper covering important aspects of traffic laws and regulations and road manners. The candidates should be subjected to a proper medical check up, particularly for testing eye sight and his reflexes should be tested so as to enable one to assess how he would react in a crisis situation.

(iii) The provision regarding suspension and cancellation of driving licences are at present being hardly made use of with the result that even repeated prosecution of the habitual offenders fails to have any impact. These powers at present vest with the Licensing Authority and the judicial courts, both of whom have no legal responsibility for traffic management. Request by the police to the Licensing Authority for suspension/cancellation of driving licences are hardly acted upon and are kept pending in these offices, sometimes for

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years together. Besides, the existing provision of law covering such suspensions and cancellations are rather vague and do not specify the different circumstances under which the licences will be suspended/cancelled for a certain period of time. What is worse is that even if a licence is suspended or cancelled in one place, there is nothing to stop the driver from getting another licence from a different state or from another district of the same state. The result is that prosecution of offenders fails to have any impact as it merely results in imposition of a small fine, if at all the case is disposed of.

To overcome these difficulties, the following steps are suggested:-

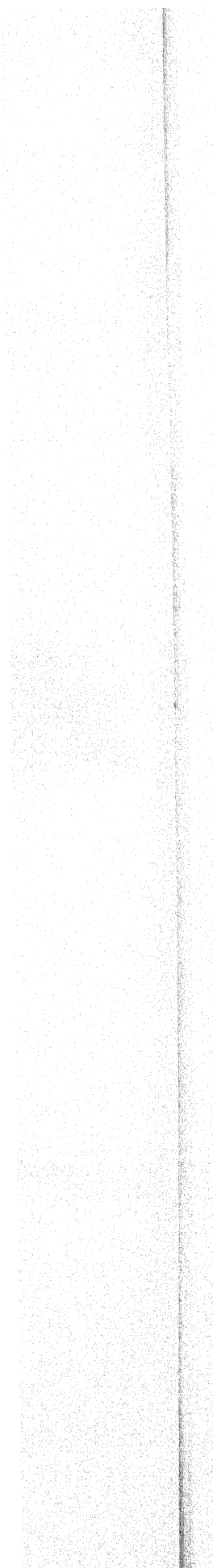
- (i) Data in respect of driving licences issued in different states should be computerised and there should be a central data bank at national headquarters which should contain information about driving licences issued throughout the country.
- (ii) Whenever a driver is awarded a punishment for a traffic violation anywhere in the country, the information should be transmitted to the National Driver Control Centre where it should be stored in the relevant file.
- (iii) Every driver should be allotted a certain number of negative points for every traffic violation/accident committed by him. Some examples of the negative points are given below:-

(a) Drunken drive	- 12
(b) Driving without licence.	- 8
(c) Driving a BTV by a person not qualified to do so.	- 8
(d) Overspeeding by 25 Kms.	- 6
(e) Overspeeding by 20 to 25 Kms.	- 3
(f) Overspeeding by 16 to 20 Kms.	- 2
(g) Overspeeding by less than 15 Kms.	- 2
(h) Disobeying ignoring traffic signals.	- 2
(i) Accident involving death depending on grading of responsibility.	- 9 to 13
(j) Accident involving serious injury	- 6 to 9
(k) Accident involving minor injury.	- 4 to 6

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- (iv) Depending on the number of negative points collected by various drivers, the computer should automatically publish a list of persons whose driving licences are required to be suspended/cancelled. For example, a driver having no previous record of suspension/cancellation of licence may be subject to suspension of licence for a period of one month to six months on collection of 14 to 16 point, cancellation of licence for one year for 17 to 24 points, cancellation for two years for 25 to 34 points and cancellation for three years for more than 35 points. The number of points needed for award of these administrative punishments for people who have one or more previous record of cancellation/~~cancellation~~ suspension can be suitably reduced.
- (v) On receipt of these lists in the offices of the respective licencing authorities, suitable orders regarding cancellation/suspension will be immediately issued. Since the system eliminates human discretion, it will automatically minimise chances of corruption.
- (vi) Whenever a person applies for a fresh licence anywhere in India, his previous record as a driver would be checked by sending a query to the National Driver Control Centre before any decision regarding grant of licence to him is taken. This will eliminate illegal acquisition of licence by using deceitful means. Similar queries can be sent to the National Centre at the time of renewal of licences.
- (vii) At the time of prosecuting an offender, his previous driving record will be ascertained from the National Driver Control Centre which will enable the police to make a request for enhanced punishments in respect of drivers having previous convictions.

The main advantages of the computerised driver administration system are the following

- (i) Elimination of persons not qualified for driving motor vehicles.
- (ii) Prevention of illegal acquisition of licence.
- (iii) Prevention of illegal use of licence.



(iv) Elimination of dangerous drivers and improvement in driving standards by using the scoring system..

(v) Establishment of effective traffic accident prevention measures based on data analysis.

(vi) Accurate and impartial award of administrative arrangements, like licence cancellation and suspension.

A similar system should be evolved for cancellation/suspension of permits of commercial vehicles in cases involving repeated ~~violations~~ violations of traffic regulations.

Since the responsibility for regulation of traffic and prosecution of traffic offenders rests mainly with the police, police officers of appropriate rank should have concurrent powers to suspend/cancel driving licence alongwith officers of the Transport Department. The real impact of enforcement is felt only when these administrative punishments are imposed. Imposition of fine hardly acts as a deterrent.

8. PROBLEM OF ENVIRONMENTAL POLLUTION.

I had mentioned earlier that one of the important objectives of a driving policy would be preservation of environmental conditions. Air and noise pollution is assuming serious proportions in metropolitan towns where there has been a rapid increase in the number of motor vehicles. Unfortunately, we in India do not seem to be aware of the seriousness and magnitude of this problem. This would be evident from the fact that the existing law on the subject is too defective to allow any successful prosecution of the offender. Rule 5.14 of the Delhi Motor Vehicle Rules which deals with the problems of air pollution lays down that every motor vehicle shall be so constructed, maintained and driven that there shall not be emitted therefrom any smoke, visible vapour, grit, sparks, ashes, cinders, or oily substance the emission of which could be prevented or avoided by taking of reasonable steps or the exercise of reasonable care, or the emission of which might cause damage or annoyance to other persons or damage to property or endanger the safety of any other users of the road. It would be seen that the permissible limit of smoke density and the existence of pollutants, like Carbon Monoxide or Nitrous oxide in the exhaust, has not been mentioned in quantitative terms and for successful prosecution one has to prove that the exhaust from the vehicle was such which would have been prevented by exercising reasonable care. This stipulation is extremely vague and is almost impossible to prove in a court of law. The corresponding provision, regarding noise pollution is also equally vague.

There is, therefore, need to amend the rules so as to describe the permissible limits of air and noise pollution in quantitative terms and to have portable smoke meters and other such instruments available with the police enabling them to ascertain on the spot if a vehicle has committed a violation in this respect or not.

9. Problem of Encroachments.

Another serious problem which the Traffic Police in big cities has to face is wide scale encroachments on the side-walks and sometimes even on the carriageway by the shop-keepers and hawkers. When the side-walk is not available to the pedestrians, they are forced to walk on the main carriageway, thereby coming in conflict with the vehicular traffic and exposing themselves to serious risk. This also slows down traffic circulation and causes congestion. The control of side-walks is covered by various Municipal laws and some special Acts, like the Bombay Police Act, the relevant provisions of which are also applicable to Delhi. Unfortunately, the police under the Bombay Police Act has got powers only to prosecute such offenders but they do not ~~power~~ have any powers to remove the offending goods. In some of the congested areas of these cities, the additional space occupied by these shop-keepers has much more rental value than the fine which could possibly be imposed on them, even daily, for violation of the relevant rules. The Municipal Corporation authorities normally have powers to remove such goods under their Act but there again they do not have any powers to confiscate them. The result is that prosecution fails to have adequate impact and side-walks continue to be occupied by shop-keepers and hawkers. An effective solution of the problem is only possible if police are given powers to remove the goods and if there is provision in the law for confiscation of such goods, in addition to any punishment which may be imposed on the offender by the court.

10. Problem of Prosecution.

If prosecution for traffic offences has to have a really deterrent effect, it is essential that the cases should be disposed of promptly and offenders brought to book without any loss of time. This, unfortunately, is not the case in big towns at present. The number of traffic courts is totally inadequate with the result that cases go on piling up. Similarly, there is insufficient number of mobile courts. The whole trial procedure is extremely cumbersome and time consuming. Barring a small percentage, traffic violations are summary trial cases where normally the offenders do not contest the charge. There is, therefore, no point in going through the routine procedure of issuing summons and calling the offenders to the court.

A standard scale of fine can be laid down for common traffic offences and indicated on the traffic ticket itself by the challaning officer giving the accused the option either to remit the amount of fine to the court concerned, through Money Order or any other means by a certain date unless he chooses to contest the case in person or through a lawyer. The scale of fine can be fixed by the District & Sessions Judge or the High Court and can be revised from time to time. This would not amount to the police officer exercising any judicial functions as he will be merely announcing the scale of fine fixed for that particular offence by the competent judicial authority and give the accused the option to remit the fine or to face a formal trial. As discussed earlier, data in respect of prosecutions should be computerised so as to enable the authorities concerned to initiate further action for grant of enhanced punishments and suspension/cancellation of traffic licences. The number of traffic courts in all big cities is extremely inadequate in spite of the fact that the traffic court earns for the state much more revenue than the expenditure incurred on the court and its staff. There is, therefore, need to have a realistic view of the problem and have sufficient number of traffic courts so as to ensure that no case is kept pending for over a month.

11. Road Safety Education.

The traffic environment cannot be improved merely by adopting engineering and enforcement measures. It is an impossible task to change the road using habits of millions of citizens by prosecuting them in a court of law. These efforts must be accompanied by a massive road safety education programme. Of course, such a programme cannot be effectively handled by police alone. Road safety education to a child must start at home and continue in school. Every child must be put through a detailed road safety education course which should cover not only the basic rules applicable to pedestrians, cyclists and bus commuters but also the essential features of traffic laws governing drivers of motor vehicles. This is an important training in citizenship and there is no reason why it should not be compulsorily imparted in schools while we are burdening the children with knowledge of a number of other subjects of lesser importance.

We have been spending huge amounts of money on improving roads and road intersections since we got independence. However, we are unable to ensure optimum utilisation of the existing road capacity due to poor road sense and bad road using habits of our citizens. The

traffic carrying capacity of a road gets considerably increased if it is used by persons who strictly observe traffic rules. It is, therefore, essential that a percentage of the money earmarked in our Five-Year Plans for development of roads and road transport is reserved for imparting road safety education to the citizens. This suggestion was sent to the Planning Commission in the Year 1973 by Delhi Traffic Police and it is gratifying to note that the same was accepted by them and an amount of one crore was earmarked in the Fifth Five-Year Plan for road safety education in the city of Delhi. The scheme provides for the appointment of a qualified staff for imparting road safety education to school children, factory, workers, drivers of various categories of vehicles and other groups of citizens, through various mass media as also by arranging lectures, demonstrations and exhibitions. This scheme has enabled Delhi Traffic Police to organise road safety programmes on a fairly big scale. It is difficult to exactly assess the results of this project but it can be safely said that it has had some impact on the Delhi road users. It may be worthwhile organising similar programmes in other urban areas financed from Plan funds. The road safety education programme has another important bearing on urban policing. It projects a police-man as a friend and a guide and, therefore, goes a long way in promoting better police-community relations. While on the subject of road safety education, it would be interesting to note that India is one of the few countries which does not have a Highway Code book or a Manual for drivers and pedestrians. Various licensing authorities do give brief pamphlets to the applicants for driving licences but these are hardly a substitute for an exhaustive manual on the subject. It is high time the Ministry of Transport should bring out such a manual and that should form the basis for educating the drivers, cyclists and pedestrians in the correct use of the road.

12. Treatment of accident victims.

One of the objectives of a traffic policy mentioned by me was prompt medical aid to the victims of road accidents and adequate compensation to them or their dependants. Arrangements in this respect in India are far from satisfactory. Most of the city police forces do not have ambulances to give prompt medical assistance to the victims of road accidents. The police officers who visit the scenes of accidents normally are more worried about the formalities of investigation than the more important task of saving human lives. A good beginning has been made in Delhi

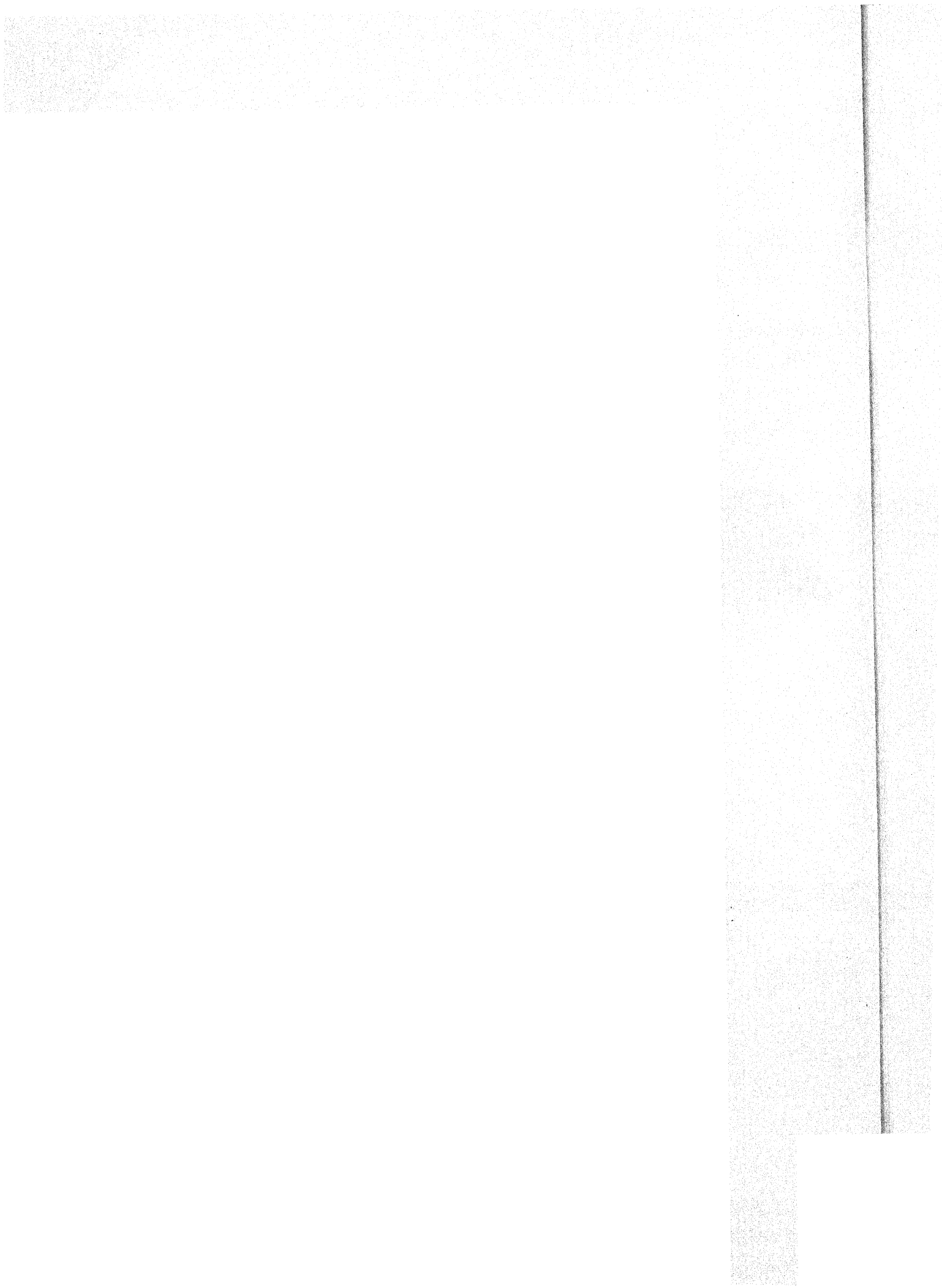
/ whenever
there is
need.
Prompt
evacuation
of the
casualties

by providing five ambulance vans, with necessary equipment, and manned by trained personnel which are available at the headquarters of the five Accident Squads round-the-clock. The ambulances are in wireless contact with the Police Control Room and immediately rush to the scene of accident in such cases after necessary first-aid greatly helps in improving the police image. It is necessary to have similar facilities in all important cities. The existing provisions for compensation to the victims of road accidents or their dependants are totally inadequate and do not cover the victims of hit and run cases. There is need to provide compensation at the expense of the State in such cases.

13. Training of Traffic Police Personnel.

Urban traffic control is a highly specialised job and cannot be performed effectively by ill-trained and ill-equipped police-men. The training facilities in this field in India are far from satisfactory. The only good institute for imparting training to traffic officers is in Bombay. This institute is hardly in a position to cater to the needs of all the traffic officers working in important cities. The traffic control education imparted in ordinary police training schools and colleges is too elementary to enable the trainee to discharge these duties in a metropolitan town efficiently. Most of the cities do not run some sources for the police personnel transferred to the Traffic Branch but this arrangement is also not entirely satisfactory. It is necessary to establish a Central Traffic Institute for officers of the rank of Inspectors and above. Besides, there should be Regional Traffic Institutes which should cater to the needs of the junior officers of the states falling in the region. An officer transferred to the Traffic Branch should normally be allowed to work for a period of five years so that he acquires sufficient expertise and experience to handle the job competently. Apart from the basic principles of traffic officers should also be trained in police-community relations. A traffic officer comes in contact with a much large number of people everyday than any of his other counterpart and his performance is watched by thousands of citizens. It is, therefore, essential that he makes a concerted effort to promote better police-community relations. He must realise that traffic laws cannot be enforced unless they are acceptable to a majority of the

/ traffic
regulation
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citizens. If all the motorists crossing a particular intersection on a certain day decide to disobey the traffic signals of a constable on duty there, there is hardly anything which the constable can do, except possibly note down the numbers of a small percentage of such vehicles. Since enforcement of traffic measures pre-supposes the co-operation of the community, it is essential that new regulation measures should be introduced gradually and should be accompanied by appropriate education campaign so as to make them acceptable to the community. A rigid and unimaginative approach in this respect tends to be counter-productive and results in confrontation between the police and the community. Similarly, while formulating new traffic regulation measures, due regard should be paid to the socio-economic needs of the people living there. Each area generates its own traffic circulation and parking needs depending on the type of activity going on there and traffic regulation measures adopted should by and large try to meet these needs consistent with the safety of the road users. Enforcing traffic restrictions without due regard to socio-economic factors is bound to be resented by the community and generate a lot of hostility against the police.

14. Duality of control

Finally, since the statutory responsibility for traffic control lies with the police, the authority to issue various notifications enforcing different traffic regulation measures should also vest with the senior police officers. Unfortunately, this is not so, except in towns covered by the Commissioner of Police system. The field officers of the Traffic Branch are in a best position to determine the streets which have to be made one-way or places where parking should be prohibited or intersections where right turn or U-turn should be disallowed. However, when they have to enforce any of these restrictions they have to send a formal request to the District Magistrate for issuing a suitable notification. The problem is sometimes not properly appreciated in the office of the District Magistrate and even when such notifications are issued, this is done after considerable delay causing serious inconvenience to the road users and bringing a bad name to the Traffic Police. Efficient traffic management in urban areas is not possible unless this dual control is ended.

STUDY
ON
ALLOCATION AND UTILISATION
OF
POLICE FORCE
DELHI

"PEOPLE DO NOT WISH TO BE FEARED,
THEY PREFER TO BE LOVED"

BY
PROF. KANTI SWARUP

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
INDRAPRASTHA ESTATE
NEW DELHI.

P R E F A C E

"If you are young, learn something about quantitative techniques as soon as you can, don't dismiss it through ignorance or because it calls for thought and action. Don't pass into eternity without having examined these techniques and thoughts about the possibility of application of this field of work, because very likely you will find it an excellent substitute for your lack of experience in some directions. If you are older, see to it that those under your wing who look to you for your directions are encouraged to look into this subject. If my efforts in this study have helped you to some measure of understanding the study, I am sure you will thank me and forgive the bluntness of my advice. If not, then I am sorry for everything."

On the advice of Professor Ishwar Dyal, the former Director, Indian Institute of Public Administration, I initiated this study. Subsequently the valuable guidance and continuous encouragement of Shri R.N. Haldipur, Director, Indian Institute of Public Administration, throughout this study proved to be of great help to me in completing this study. I express my sincere gratitude to both of them.

I would like to acknowledge a number of people for their support, comments and suggestions. I am very much indebted to Shri N.C. Ganguli and Shri M.K. Narain, research staff of IIPA who helped me in collecting and analysing the police data. I am specially grateful to my colleague Mr. B.N. Gupta for his valuable suggestions and active association throughout the preparation of this report. I am also obliged to Shri V.N. Singh, A.I.G.(I D) and Shri R.K. Ohri, Superintendent Police, both of Delhi Police for providing me timely help. Last but not the least I must thank to Shri Rajender Kumar for his consistent help without any grudge in typing, editing and proof-reading assistance. I also thank Shri Ashok Kumar Gupta for his occasional help in going through the report at the typing stage.

(KANTI SWARUP)

CHAPTER- I

INTRODUCTION

POVERTY BREEDS STRIFE

It is well accepted under our democratic form of government that the main purpose of the police is to maintain law and order for providing justice and peace in society. The broad purposes of police are to control and or apprehend those members of society who do not conform, and to assist other duly constituted agencies of government. In addition to the basic task of maintaining law and order in modern society the police have been given many additional responsibilities. These are basically of service in nature either to the government for the performance of its general functions, or to the individual members of society. The activities of police in India have increased manifold since independence due to various reasons such as population explosion, rapid industrialisation, urbanisation etc.

The central rôle of the police is primarily concerned with the non-conforming members of society. The fact that the full control cannot be accomplished by having a policeman on every corner is self-evident. Society needs an environment which will minimize disruption and disorder. Creation of such an environment should be accomplished within the framework of the social mores, customs and laws of the country with a purpose of serving the will of society as a whole. Police in a free society must serve the people.

In order to meet the responsibilities, the police have four broad functions to perform; crime control, regulation of conduct, crime prevention and provision of services.

Over the past several years, reported crime and the fear of crime have increased sharply in Delhi. These phenomena together with others have focussed attention on the police and their role in society.

As a nation, we spend a lot of money on the criminal justice system. With increasing demands on limited government funds, there is a growing need for effective aids to decision making in determining:

- (a) Proper police force strength
- (b) Equitable and effective distribution of services by police stations.
- (c) Effective Operational Policies for Police.

The study on 'Allocation and Utilization of Police Force in Delhi', is to provide a coherent, unified overview of certain decision making aids currently and potentially available to police in addressing these three major issues. In pursuing such a goal our objectives were three fold: to synthesize aspects of previous work relevant to the three basic issues posed; to build upon it; and to indicate clearly the research and experimentation still needed to bridge basic knowledge gaps.

Various commission, set up earlier structured many of the problems confronting the decision makers in the criminal justice system in a general way thereby providing a framework for much of the research and experimentation currently in progress. Our study has the three tasks (1) to provide a conceptual framework and systematic discussion of evaluation criteria relevant to the three issues stated earlier; (2) to acquire, analyze, and compare data from several police stations on demands for police service, allocation of resource its methods and criteria currently employed, and operational policies; and (3) to describe feasible improvements in certain decision making aids.

Fundamental to all questions of resource allocation is the careful selection of appropriate evaluation criteria. Relevant factors to be considered in choosing criteria includes measurability, statistical variability, policy sensitivity, degree of acceptability to the police and the public; and degree to which programme outputs, rather than resource inputs, are measured. Criteria selected should measure the effectiveness, efficiency, and equity of the level and distribution of police services. Furthermore, they should enable all major functions of police to be evaluated namely, apprehension of suspects, crime prevention and deterrence etc.

At present, systematic evaluation of police operations is lacking. While police department collects extensive data on each crime, they often fail to use data that are relevant for the management of their activities and evaluation of performance.

Because of the complexity and multiplicity of functions which the police performs, no single criteria appears adequate for evaluation purposes. Rather, it would be preferable for police planners to employ a set of criteria, with each criterion receiving individual attention. In employing sets of criteria, the method used should guarantee, at least, that minimally accepted levels of performance are maintained by each criterion. The improved methods proposed for addressing allocation issue can, in fact, handle several criteria simultaneously, guaranteeing that minimally acceptable levels of performance are maintained. Thus it is not appropriate to consolidate a set of criteria into one conglomerate measure by taking a weighted summation of the values of the individual criteria. This practice may result in one or two criteria unintentionally dominating all others. The main objective of the present study on 'Allocation and Utilisation of Police Force in Delhi' is to develop a scientific approach for the allocation of police force amongs:

- (a) Different districts.
- (b) Police stations in a district and
- (c) To examine the relationship between the existing method and the scientific approach developed.

The study will also seek to examine how (i) area of a Police station (ii) nature of area (iii) population (iv) nature of population (v) crime (vi) nature of crime (vii) special nature of duties of police like traffic control, providing security measures for V.I.P. visits etc. influence the efficiency and proper utilisation of police force.

In Delhi there are five districts for the purpose of police administration. Each district has a number of police stations. For the purpose of our study we have selected 15 police stations from different districts. It is felt that the sample of 15 police stations will be enough to highlight the factors under study effectively within the constraints of time and other resources.

"LAWS ARE SIMPLY MEANS TO PROVIDE JUSTICE TO SOCIETY NOT AN END IN ITSELF"

..K. S.

CHAPTER II

POLICE AND STATISTICS

"When You can measure what you are speaking about and express it in numbers you know something about it; but when you cannot measure it, when you cannot express it in numbers, your knowledge is of a meagre and unsatisfactory kind."

Police administration have had some success in applying modern scientific tools to the police service. Statistics is one of the sciences, whose methods are not fully understood by the police and, as a consequence, statistical methods are not making their full potential contribution to the efficient accomplishment of the police mission in the community. Statistics as a management tool provides the necessary information on the basis of which administrators can make decisions.

Statistics may be used as the term synonymous with data or as a term referring to methods. We are concerned with statistics in the second sense. The methods of statistics may be variously defined, as "the collection, presentation, analysis and interpretation of numerical data" or as "a body of methods for making wise decisions." All statistical work necessarily involves data collection, data presentation, and proceeds on to analysis and interpretation in the course of which information obtained on the basis of samples is used to make estimates about the characteristics of all the data. The interest of most police personnel in statistics is a purely applied one and for this purpose understanding of the problem, the appropriate technique for solution and careful arithmetic work in its solution is adequate.

The field of police statistics may be viewed broadly as including three steps: data collecting, data processing and the decision making process data

collecting refers to two types of data, internal data and external data. Internal data consist of quantitative information which arises within the department itself. This includes such important information as police strength, characteristics of numbers of the department, including rank, training, physical characteristics, assignments to various duty functions and data representing measurements of police performance. The area of internal data is enormous and most police administrators do know it generally through impressions and hunches and not by careful measurement. External data consist in the first instance of crime statistics and this type of data is the special prerogative of the police. In addition to the statistics on crime, external data include population statistics, social and economic statistics of the community and related information bearing on the police problem.

Crime statistics represent one area of police statistical work where uniform methods are generally employed throughout. (so far as data collection is concerned) this development has come about through the establishment of a uniform crime reporting system which is the basis for the figures on crimes. Applying a familiar statistical term to crime statistics, we may think of the "field agents" being the patrolman, the detective and the civilian. These three categories of individuals originate crime complaints. These complaints are processed, not only for immediate police action, but for statistical purposes. The summary data on crimes then form the basis for routine and special reports within the department.

Police administrators in a number of cities have devised indigenous schemes for the allocation of manpower on a rational basis. The principal difficulty which confronts all plans of this type is the lack of an objective standard for evaluating the significance of the various factors to be included. In general only two standards exist for weighting the elements in a manpower allocation scheme: a hazard theory and a service theory. The hazard theory is based on a judgement of the "seriousness" of a particular offence or condition. The service theory is based on an evaluation of what policemen do in connection with various conditions found on their post. In all cases the subjective

Judgement of experienced superior officers is the real basis for the weighting scheme. Extended statistical analysis might well provide the basis for a more objective system. Some of the essential messages which the police administrator must convey to the public, if he is to be effective, depend upon the proper presentation, analysis and interpretation of statistics. The proper statistical work are essential to guarantee public confidence. This becomes a particularly important problem if a department bases its claims for more manpower upon statistical arguments. This type of reasoning usually takes two forms. In its simplest aspect the argument is made that the growth of the community calls for an increase in police personnel. The second and more sophisticated type of statistical argument for more manpower is based on the premise taken to be axiomatic that the presence of uniform patrolmen on the streets of a city prevents crime.

Statistical Ratios

It has been said that "figures do not speak for themselves". It is necessary to analyse and compare numbers before useful conclusions can be drawn from the data. One of the most useful techniques is the computation of a statistical ratio. Ratios are widely used as in per capita comparisons, road accidents per thousand population and similar examples.

The principle of a ratio may be illustrated by the "crime ratio". This is a fraction, the numerator of which is the number of crimes and the denominator the population of the city. The rate can be calculated for any city regardless of the size. One procedure for calculating the crime rate is as follows:

$$\begin{aligned} \text{(1) Crime rate} &= \frac{\text{Number of crimes in a city}}{\text{Population of city}} \times 1000 \\ &= \frac{2894}{65000} \times 1000 = 44.5 \text{ (Parliament Police station, 1973)} \end{aligned}$$

Another important ratio is the percentage of crime cleared by arrests. This ratio is obtained by

dividing the number of offences investigated by the number of offences known and multiplying the result by 100 in order to express it as a per cent. Thus

$$(ii) \quad \frac{25 \text{ murders investigation completed}}{30 \text{ murders known}} \times 100 = 83.3\%$$

Other ratios which are useful for police administration are

$$(iii) \text{ Crime per/square area-Police station} = \frac{\text{Total crime reported in a Police station}}{\text{Area of the jurisdiction of the police station.}}$$

$$= \frac{760}{5} = 152 \text{ (Mandir Marg Police station, 1973)}$$

$$(iv) \text{ Crime/Police man} = \frac{\text{Total crimes reported in a Police station}}{\text{Total strength of Police for the Police station.}}$$

$$= \frac{119}{138} \text{ (Chankayapuri Police station, 1973)}$$

$$(v) \text{ Confidence rate} = \frac{\text{Total Crimes reported in a Police station}}{\text{Expected crimes in a Police station.}}$$

$$(vi) \text{ Efficiency level} = \frac{\text{Number of case detected}}{\text{Number of cases Reported.}}$$

A special type of ratio involves the calculation of per cent changes over a period of time. The base of such a ratio is crucial in its interpretation. To say that crimes are up 150 per cent is fairly meaningless by itself because there is no indication of the period during which the increase took place nor any indication of the actual magnitudes involved. The emphasis upon per cent of increase or decrease in crimes makes the careful handling of such ratios of particular significance.

Index Numbers

An index number may be defined as a measure of the average change in a group of related variables over two different situations. The two different situations may be either two different times or two different places.

In the preparation of an index number of a base period must be selected or a point of reference. It is customary to assign the value of 100 per cent to the base period value. The period of time selected as the base should be a 'typical' period, that is one should avoid selecting an extreme period which will lead to distortion of the index. The selection of a base should also involve the choice of a relatively recent period so that the data are reasonably comparable.

Example of index number of crimes

Year	Total Crime in Hauz Khas	Index (1969=100)
1969	385	100.0
1970	534	138.7
1971	495	128.6
1972	647	168.0
1973	666	172.9

Crime Reporting in Delhi

Crimes are classified uniformly in Delhi and the upto date data records of crimes is available in all the police stations. The following crimes are recorded:

1. Murder
2. Attempt to murder
3. Riot
4. Dacoity
5. Robbery
6. Burglary by day
7. Burglary by night
8. Motor vehicle theft
9. Cycle theft
10. Pick pocketing.
11. servant theft
12. watching.
13. Misc. theft.
14. Cheating.
15. Kidnapping.
16. Abduction
17. Molestation of woman.
18. Accident
19. Grave hurts.
20. Misc. I.P.C.
21. Arms Act.
22. Gambling.
23. Opium Act.
24. Excise Act.
24. Other Act.

Graphic Presentation of Crimes

Graphic representation has been called a functional form of art and has the advantage of speaking to the senses without fatiguing the mind and possesses the advantage of fixing the attention on a great number of important facts. The types of charts that are used in police station are bar chart and map. In figure 1 a bar diagram is shown.

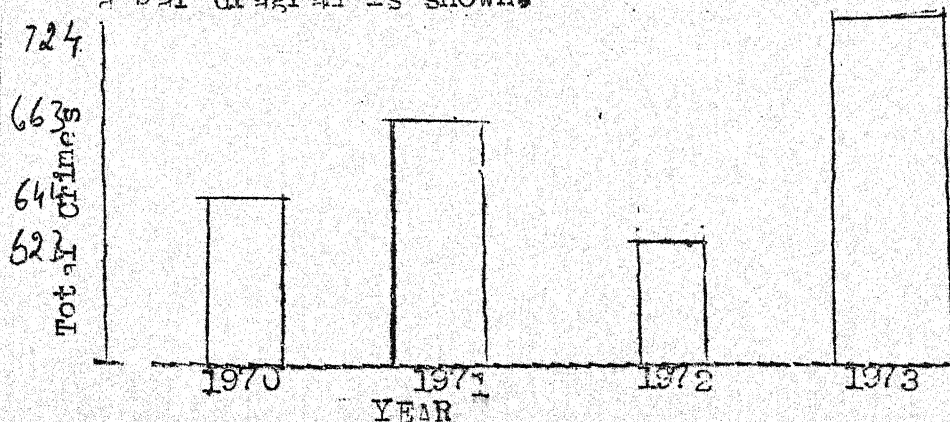


Fig. 1. Total No. of crimes reported in different years in R.K. Pura, Police Station.

Another bar chart which is used in police stations is the no. of heinous crimes in different years. Besides bar charts, Map is also used in show different types of crimes in a police station area.

Crimes in country (1973)

There was an overall increase of 63.5 per cent in crime in the country during the decade 1963-73, according to the Union Home Ministry's report on crime in 1973 released here today.

A total of 10,77,181 cognisable crimes registered in 1973 represent an increase of 9.4 per cent over the 1972 figures.

The increase in population between 1963 and 1973 was 25.1 per cent. This means that crime multiplied at a considerably higher rate during the 1963-73 decade.

The highest increase during the decade was noticed in riots (151.0 per cent) followed by robbery (145.1 per cent), Dacoity (112.7 per cent), counterfeiting (104.5 per cent), cheating (62.5 per cent) and other murder (58.7 per cent).

Amongst the states Uttar Pradesh accounted for about 20.5 per cent of the total cases registered in the entire country. But the volume of crime per one lakh of population was highest in Maharashtra (255.87) as against an average of 137.87 in the entire country. The volume was at least in Punjab 88.50.

Delhi once again topped the Union Territories by registering 756.90 crimes for each one lakh of its population.

Kanpur recorded the highest volume of crime among cities 809.96. Delhi was a close second with the figure of 799.07. Bangalore had the third position (562.94) followed by Madras (524.71), Bombay (436.66), Calcutta (360.87), Hyderabad (275.07) and Ahmedabad (274.84).

--- -- " Though Punjab is at the bottom among the states as far as the volume of cognisable crime is concerned its share of murder at 5.05 per ~~unit~~ one lakh of population places it next only to Nagaland with a figure of 8.63 murders per one lakh of its population.

"POLICE ADMINISTRATORS SHOULD COME
UNDER THE DISCIPLINE OF DATA, FACTS
AND NOT OF MERELY OPINIONS AND
EMOTIONS".

CHAPTER III

APPROACH TO DECISION MAKING IN
POLICE RESPONSE & ACCESSIBILITY

" POLICE MUST IN ITS DAY TO DAY FUNCTIONING
REMAIN WEIDDED TO THE BASIC GOALS OF SOCIETY"

The major functions and activities of police are (1) to prevent the deter crime, (2) to apprehend criminals, (3) to respond to calls for assistance from the public, and (4) to regulate certain noncriminal activities such as a traffic etc. Prevention and deterrence of crime involve a number activities such as preventive patrol of all area, door and window checks of business and residential premises, detection of crimes and apprehension of suspects near the crime scenes. The criteria for allocating police forces should focus primarily on three major functions of police, namely, deterring and preventing crime, apprehending suspects, and responding to calls for assistance. These functions account for most of daily workload. Criteria may be a measure of efficiency, effectiveness, or equity. Generally speaking, efficiency deals with measures that are internal to the system. For police patrol a measure of efficiency might be the average fraction of a given patrol force that is on the streets over a specified time period. Effectiveness, on the other hand, implies measuring output on external effects. Measures of effectiveness for police patrol might be the change in reported crime volume (or crime rate), average response time to calls (or crime rate), average response time to calls for assistance, and the fraction of calls of assistance answered immediately. Equity has to do with how a service and its benefits are distributed among the population.

How a criterion is understood, valued, and perceived can vary markedly, depending on the evidence. Agency administrators are generally concerned with the efficiency and effectiveness of overall programmes and policies and, thus criteria should reflect such concerns.

The general public is likely to value and accept criteria or indicators that are readily understandable and relevant to everyday life. The public is very concerned with how a service is distributed among various groups. That is, a group, whether defined by a common neighbourhood, a common economic endeavour (such as small shopkeepers) or whatever, is interested in equity in obtaining their fair share of that service. How equity ought to be defined is a delicate issue. A citizen's desire for an equitable distribution of benefits of a service might imply:

- (i) that each person should have equal right to benefits.
- (ii) that benefits should be uniformly available
- (iii) that benefits should be available in proportion to needs.

Output criteria of responsiveness and accessibility:

One set of criteria that is related directly to police operations and that attempts to measure police responsiveness and accessibility includes:

- (i) Response time - elapsed time from arrival of calls for assistance to arrival of police service.
- ii) Accessibility of a communication mechanism or system, given that a need for service is detected but not yet reported. An appropriate criterion might be the elapsed time from realization of need for service to the communication of that need.

Response time to calls for assistance, once an attempt is made to notify police through telephone or alarm system, has several components, namely, time from attempted communication until successful contact with police (T_1), information recorded time (T_2), dispatcher service time (T_3), and travel time (T_4). We denote the service time at the scene as (T_5), which portion of response time is policy relevant depends on the decision and operation under consideration. Efforts should be made to minimise ($T_1 + T_2 + T_3 + T_4 + T_5$). In police stations ($T_1 + T_2$) seems to be much higher and very often cause of frustration among people.

Accessibility of means for citizens to communicate with police is important in overall response time. An appropriate criteria might be the elapsed time for detection or realization of need for service until communication of that need. Common mechanisms include telephones, police assistance booths etc. that are available to the citizens in case of need. There should be an advisory committee for each police station comprising of the people from the area.

Ideally, we would like to measure police responsiveness and accessibility directly in terms of citizen satisfaction as regards police services. However, satisfaction is very difficult to define and measure. Perhaps some form of citizen survey should be useful. Such a survey might also attempt to measure the quality of service.

-.-.-.

" WHILE COMPLYING WITH LAWS OF THE LAND,
IF THE PEOPLE, IN GENERAL, FEEL THE JUSTICE
IS BEING DENIED, LAW SHOULD BE CHANGED. "

...K. 3

CHAPTER IV

SUGGESTIONS FOR ALLOCATING
AND UTILIZING POLICE FORCE

LAW AND ORDER.... HOPE ORDER AND LW.... FEAR
 K.S.

On the basis of our extensive discussion with the senior Police Officers, personal interviews at various levels with police personnel in police stations and detailed examination of the data (internal as well as external) it was realised that there is a pressing need for fixing the operational objectives for the police force for the effective functioning and optimum utilisation of human resources in the establishment. We wish to make suggestions regarding; 1) determining the strength of police force in a Delhi Police Stations; 2) fixing a proportion between inspectors and police constables; 3) Utilising the police force effectively; 4) and improving the efficiency and image of police personnel.

1. Method of Determination of Police Force in a Police Station.

In general the following proposed approach can approximately be considered.

Police Strength Population
in a police station. = $\frac{\text{of the jurisdiction} \times \lambda \times \text{area in sq. km.}}{2500}$

* $\frac{\text{Crimes per year} \times 1000}{\text{Population}}$

$\lambda = 5$ for police station (urban)
 $\lambda = 3$ " " (semi-urban)
 $\lambda = 1$ " " (rural)

(I) HAZARAT NIZAMUDIN POLICE STATION (1973)

Population	- 100.000
Area	- 4.6 Sq. Km
Crimes	- 650 (Three years average)
Actual police strength	- 94
Police strength required according to formula	- 70

(II) SADAR BAZAR POLICE STATION (1973)

Population	- 4,50,000
Area	- 3 Sq.Km.
Crimes	- 1250 (Three years average)
Actual police strength.	- 146
Police strength required according to formula.	- 200

(III) MEHRAJI POLICE STATION (1973)

Population	- 100,000
Area	- 32 Sq.Km.
Crime	- 300
Actual police strength	- 57
Police strength required according to formula.	- 81

2. METHOD FOR DETERMINING PROPORTION BETWEEN INSPECTORS AND CONSTABLES:

Assuming the existing role of Police Administration as contemplated in the I.P.C. and social, economic and educational background of the police personnel, the proportion of inspectors to constables should be determined on the basis of the following major factors:

- 1) Nature of the area and
- 2) Nature of the population in terms of education economic conditions, social and cultural values.

At present in most of the police stations in Delhi the proportion between inspectors and constables is 1:9 approximately. Our study proposes that the ratio starting from 1:9 for average educational, economic and social background may move to the ratio of 1:4 (such a ratio does not exist in any of the police stations in Delhi) for highly educated and rich areas. Almost all the constables come from rural area, poor households and having a little education. They find it hard to cope with the urban population which is economically, socially and culturally much different from them. For example in a locality like Sunder Nagar or Defence Colony it is rather difficult for an ordinary constable to perform an intelligence activity for detection of crime.

3. Utilising the Police Force Effectively

(i) Some of the tasks which are done at a police station level, such as distributing summons to people, should be centralised at district level.

(ii) The existing facilities available at police stations are too inadequate for effective utilisation of police force. In this connection it will be appropriate to mention that if facilities like vehicles to increase the mobility, and telephone and wireless system to minimise the response time, good communication system, it will improve the utilisation of the existing police force in a police station.

4. Improving the Efficiency and Image of Police Personnel.

The public impression of the policeman is that of rigid, over-bearing individual devoid of reason or intelligence. This image is further tarred by the general impression that police can be manipulated by political or other pressure. Unresponsiveness to social and economic changes, unsympathetic attitude towards the weaker classes, twisting and concoction of evidence and want of courtesy have contributed to the tarnishing of the police image.

There are certain drawbacks which characterized the police.

(i) Concept of ruler appointed police. This may be hang-over of the past. This attitude has hardly changed even after 30 years of independence.

(ii) No proper career planning for the police constables.

(iii) There should be people's police concept. The success of people's will depend as much on the police as on the people themselves. The police should share the major aspirations of people and the people should be aware of this fact. For proper public-police relation there must be an identity between police and public. In a well-ware democracy the role of police should be changed from the concept of 'rule' to the concept of 'service'. The police force should not only be seen as an enforcement agency but also a service organisation. The police ~~men~~ should be thought of by the people, capable of resolving individual and group conflict, and a public man which helps to protect constitutional rights of citizens and maintains respect for the rule of justice. It is generally agreed that in a free society 90 per cent of the police work concerns 'human relations' and only 10 per cent. deals with crime investigation. Yet human relations have found little place in the overall planning of the people organisation.

No police force in a democratic society can be timely effective without the people's voluntary compliance with the laws of the land. At the same time arbitrary policies and programmes which do not meet with the approval of a large segment of society, create

resentment towards the police, and disrespect of the law. To change the image from the ruthless arm of the law to the helping hand, the police organisation should have effective police-people-relations. To this end, there should be people-police-advisory committees at different levels, as watch-dog of people's interest in law and order. These committees should include representatives of the people as well as of the police. The committees should meet periodically to discuss community problems to find out effective and efficient solutions. In Delhi, police organisation is trying to break-people-police barrier to some extent by setting up Police Assistance Centres at various strategic points.

The members of the Police, the press and leaders have never attempted to look into conditions under which the force is working. The image of the Delhi police is that of a tired force. Police constable seems to be over worked.

(iv) Police personnel have to devote disproportionate time, in Delhi for demonstrations, VIP duties, security arrangements and even for cultural functions. These special duties get priority over the normal working of police force hence prevention and detection of crimes suffer. Sometimes they just do not have time to devote to their normal duties. 70% of the police time is consumed for protecting the 5% of the population. Naturally, the population in general feel neglected.

(v) A very large percentage of constables do not live in the premises of their police stations nor within the jurisdictions of concerned police stations. Most of them come from long distances. So the policeman has no identity of the population of which he is incharge. Very often he does not live with the members of his family who live uncared, in their village home. He is forced to acquire questionable habits and thereby lowers himself in the public eyes.

The standard of living in Delhi is high. Placed in that environment, The policeman feels frustrated and disturbed when he finds that he cannot afford any comfortable item, pay for a good meal etc. The inequality in the environments works on his mind and demoralises him. Not only he feels frustrated but also his family members who are badly fed, badly clothed due to poor pay and less time at his disposal to look after his family's needs.

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" EVERY FACILITY IN THE SOCIETY
IS MONEY ORIENTED'...WHY?

ORGANISATION AND SYSTEM
OF
POLICING OF MEDIUM SIZE CITIES

A Study by Dr. Mohit Bhattacharya

A CONDENSATION BY
Dr. A. GUPTA

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Introduction:

The erstwhile Police Research Advisory Council had suggested a thorough study of the system of policing in our rapidly growing cities, because the prevailing system is out-dated, dilatory and ineffective. The study was entrusted to the Indian Institute of Public Administration, New Delhi and was carried out by Dr. Mohit Bhattacharya.

The so-called Presidency Towns of Calcutta, Bombay and Madras have a different system coming on from British times. Although a more or less similar system has been introduced in some other cities also since Independence, e.g. Ahmedabad, Nagpur, Poona, Hyderabad and Bangalore, the basic structure of the police administration in most cities of the country is still in conformity with the provisions of the Police Act of 1861. Rapid urbanisation has, in fact, brought into existence a number of fairly large cities, whose police organizations have failed, by and large, to keep pace with the rising urban problems of crime, including "white collar" crime and juvenile delinquency, traffic regulation and law and order situation. Indeed, in an urban situation, with its intelligentsia and varied media of publicity, the efficiency of the police organisation has to face an acid test in any case. Moreover, in a democratic country, the police are not concerned merely with detecting crime and maintaining order. They have a much more positive and constructive role to play in the everyday life of the community and their major contribution should be in the inculcation and development of norms of discipline in social conduct. The object of the study, therefore, was to determine what system of policing would be best suited to medium size cities having a population ranging from two to six lakhs.

The sample selected for the study included the cities of Bhopal, Coimbatore, Ernakulam, Jaipur, Kanpur,

Lucknow, Ludhiana and Trivandrum and was fairly representative of the diversity of city types in India. The Methodology included a preliminary pilot investigation; collection of data from the field at first hand through a questionnaire, from public records and interviews and from secondary sources and its analysis; spot observations in the sample cities; and comparison with other models, Indian and foreign. The foreign cities visited during the study included Paris, Geneva, Frankfurt, Cologne, the Hague, Stockholm, Malmö, Copenhagen, London, Birmingham and Stevenage.

The study has laid bare the main deficiencies in the organization and functioning of the police in our medium size cities and, although it is concerned mainly with the problems of urban policing many of the major issues examined are of general import for the police organisation as a whole.

Range of Police functions:

In describing the range of police functions, Dr. Bhattacharya has observed: "The activities of the police are manifold. In fact, no other arm of government has such wide-ranging functions as a police force has. Public peace and social tranquility which make life livable are greatly dependent on the operations of the police. In the discharge of their functions, the police are endowed with extensive lawful powers, which have been a source of both their strength and weakness. So long as these are properly used, the police are held in high esteem. But the scope for misuse or abuse of power is also wide enough, which often brings the police to disrepute. Again, many a time the police would be willy-nilly involved in unpleasant duties, and compelled to take strong action. It is quite common to see the police emerge out of an episode as the target of public criticism. Due to historical reasons, our police have not had the anchorage in society. Against such an unhelpful background, even an honest attempt to keep the law would not infrequently be misunderstood as a police excess or corruption. Really speaking, the difficulties in police operations arise out of the absence of a universally acceptable norm of 'proper' police action. What is good police action to one party or individual would be termed as bad by others. The dilemma has been well expressed in the following words: If they act swiftly and use force to put

① According to the 1961 Census, the population of Kanpur was 9.71 lakhs and of Lucknow 6.56 lakhs.

down a clash, some politicians accuse them of 'brutality' and demand their suspension. On the other hand, if they are lenient, they are charged with dereliction of duty.

"In a developing society such as ours, the scope for all kinds of social conflicts and tensions is very great. The police, as the custodian of law and order, would thus naturally have a hard time in such a situation. Usually, the urban areas are the nodal points of politics, agitations and demonstrations. Social disorganisation is also closely associated with the cities and towns, and crime of all kinds finds its happy home in the urban areas...

"As a veteran police chief wrote, "Urban life concentrates and multiplies law enforcement problems. Police inefficiencies which may go nearly unnoticed in the relatively stable pattern of rural life are cast into prominence and grave import by the fast-paced social and economic turmoil of the larger cities... It is here that the public outcry is heard first and loudest, and it is here that sheer necessity puts law enforcement to its crucial test." 3

City Profiles:

The sample cities have all been in the grip of growing urbanisation with resultant "overcrowding and congestion, slums and low-standard housing, traffic jams, deteriorating civil conditions, short supply of essential urban facilities, un-employment" etc. The fantastic rate of the growth of the population in these cities is illustrated by the following statistics:-

Sample Cities:-Percentage Growth of Population⁴

Cities	State	1941-51	1951-61	1961-71
Kanpur	U.P.	44.75	37.66	31.10
Lucknow	U.P.	28.33	31.36	26.01
Jaipur	Rajasthan.	65.59	33.53	51.28
Cochin	Kerala			
Ernakulam	Kerala	39.03	61.78	56.19
Alwaye	Kerala			
Trivandrum.	Kerala	47.89	52.95	70.87
Coimbatore	Tamil Nadu	51.71	44.73	23.45
Ludhiana	Punjab	37.76	53.67	64.37
Bhopal.	M.P.	36.03	117.87	75.86

As might have been guessed, the demographic statistics show that the female population is less than that of males in all the sample cities. The extent of the difference varies from 3.5 per cent in Cochin to 15 in Kanpur. A male dominated population has obvious implications for the police administration.

About 40 per cent of the population of these cities belongs to the age group of under 14 years and 35 per cent to age group of 15-24 years. How this compares with the age group compositions of the population as a whole and the rural areas in particular has not been mentioned, but the statistics cited do highlight that city police have to be concerned a great deal with the problems of juveniles and young persons.

The increase in the urban population has not been accompanied by a proportional increase in employment opportunities or general affluence, because of the absence of "economic vitality" or prosperity, unlike the situation in the developed countries.

The sample cities have been growing in particular spatial directions which are closely linked with wide areas beyond their traditional administrative boundaries. ~~***~~ This means that the city police boundaries will have to be re-considered, both in the macro and the micro sense in the light of the actual city growth and the direct "influence area" of the city. The overall city police jurisdiction will have to be extended and the boundaries of the existing police stations will have to be revised.

The police organisations in these cities have no relationship whatsoever with the city governments. As the providers of the essential civic services, the way the municipal governments function has an important bearing on the efficient operation of the police organisation. It seems from the evidence available that the cities are ~~unsuccessful~~ unable to cope with the mounting civil problems generated by steady urbanisation. The living environment is thus creating a situation which is more favourable for the breeding of crimes than for healthy citizenship. Superimposed on this is the criminogenic nature of the impersonal urban environment itself.

The capital cities in the sample are naturally political centres of gravity. All kinds of agitations, demonstrations and processions take place almost daily.

in these cities to attract public attention or to pressurise the governments. The presence of ministers and other dignitaries adds considerable to police duties. The industrial cities have the additional feature of recurring labour-management conflict. The cities with universities witness regular manifestations of student's unrest. In short, the police organisations in the sample cities work in an environment which throws up incessant challenges to them.

Crime and Clearance:

The work load of the police cannot be measured by reference to crime statistics only. Even in a zero crime situation, police work may be quite heavy. The functions relating to the maintenance of law and order, general surveillance and social services in aid of the public in a variety of situations are numerous enough to keep a police force busy round the clock. Nevertheless the crime situation has an important bearing on the city police organisation.

There is an implied assumption that a society has a limit of toleration in regard to minor crimes and the police all over the world try to pay more attention to major crimes. In the present study, crime figures were collected for the years 1965 and 1969 as a random choice. Before dealing with the statistics collected, a note of caution has been sounded to the effect that the crime data in the police registry do not generally reveal the true picture of crime in any society. For various reasons, many crimes are not reported at all. Similarly, for various reasons, the police may not record a number of crimes. This pervasion is not peculiar to India and is, in fact, a world-wide phenomenon.

The growth of crime in the sample cities the States in which they are situated are exhibited in the following table:-

Growth of Crime in the Sample Cities and their States

State/City	Total Cognisable Crime		% Variation
	1965	1969	
A. Rajasthan	30,177	34,936	+15.97
1. Jaipur	2,329	2,019	-13.77
B. Punjab	79,424	48,016	-39.5
1. Ludhiana.	1,617	2,329	+43.8
C. Kerala	23,325	33,405	+43.2
1. Trivandrum	1,731	2,078	+20.0
2. Ernakulam	1,328	1,579	+18.9

D. Uttar Pradesh.	2,17,753	2,23,587	+2.3
1. Lucknow	4,064	4,811	+18.4
2. Kanpur	3,326	9,248	+11.1
E. Tamil Nadu	64,597	62,638	+14.7
1. Coimbatore	1,362	824	-39.8
F. Madhya Pradesh	30,177	34,995	+16.0
1. Bhopal.	1,717	2,018	+17.5

It will be noticed that there is a positive growth of crime in all the States and Cities mentioned above, except of Ludhiana and Coimbatore. Actually, the decrease in these three entities is not easy to explain. In Kerala and Uttar Pradesh, the increase in the State as a whole is quite small, but in their cities it is appreciable. For the rest the author concludes that, contrary to the popular belief, the rate of growth of crime is much higher in cities with dominant service functions than in predominantly industrial cities.

On looking into the types of crimes reported in the sample cities, it is found that, comparatively speaking, crimes against the person have a low place in the crime picture. White collar crimes are frequent, but the crime picture is dominated by house-breaking and ordinary theft, representing, on an average 53% of all the crime committed in these cities.

A comparison was sought to be made with the crime situation in the commissionerate cities, but the fluctuations in the latter are so divergent that no useful conclusion could be drawn. In-deed, it was surprising to find that there was a negative growth rate in Bombay and Calcutta a very small increase in Delhi and Ahmedabad and large increases in Hyderabad, Madras and Bangalore. As in the sample cities, however, there was a high incidence of house-breaking and ordinary thefts in the commissionerate cities also.

In looking at the clearance rate also, wide variations are to be found ranging from 26 to 100 per cent and the conviction rates varied from 17.7 to 57.6. The wide divergences between the clearance rates and the conviction rates in the sample cities show that the police have not always been able to convince the judiciary that their actions were correct.

In dealing with particular crimes, police attention is naturally selective, with murder getting the top priority. As in other countries, house-breaking and ordinary thefts, which loom large in crime statistics, suffer from neglect for various reasons.

Under the Code of Criminal Procedure criminal offences are classified as cognizable and non-cognizable, the former being cases in which the police will investigate the offence and can make arrests without a warrant from a Magistrate. In the latter, the police do not investigate without an order from a Magistrate. As the range of non-cognizable offences is wide and their incidence high, the existing legal position is helpful neither for the complaining public nor for the police. In an urban society where inter-personal conflicts tend to be numerous, the law and order machinery must move swiftly. The arbitrary distinction between cognizable and non-cognizable offences often stands in the way of prompt action and does not bring credit to the city police organisation. It has been recommended that the legal distinction between cognizable and non-cognizable offences needs to be re-examined and possibly a number of offences that are presently listed as non-cognizable may have to be designated as cognizable." 6

Organisation

In each of the sample cities, the city police is placed under the overall charge of the district police chief. This puts considerable strain on the district police chief, who has to divide his time and energy between the city and the vast rural-urban tracts in the rest of the district. In this situation, a police officer of sufficiently high standing is generally appointed as the officer exclusively in charge of the city police force. He devotes all his time to the city police problems and reports directly to the district police chief. In five of the sample cities he is of the rank of Superintendent of Police and in two other he is of the rank of Deputy Superintendent of Police. In one of the first named, the Superintendent of the city police is called the Commissioner, which is a misnomer. In all these cities, the Superintendents of Police manage the police force under the general control and direction of the District Magistrates having jurisdiction over the entire district, including the cities.

6. This question has been raised in the past also, but the new Criminal Procedure Code does not make any basic change in the law in this respect.

The area and population of the districts as a whole and the sample cities is exhibited in the following table :-

Sample Cities: Comparison with District Population and Area, 1951.

District/Town: group or City.	Area (in Sq. Miles.)	Population (in lakhs).
Group A (a) Trivandrum Distt.	244.0	17.45
(b) Trivandrum Town Group.	34.96	3.02 (17.3%)
Group B (a) Ernakulam Distt.	1229.5	18.60
(b) Ernakulam Town Group.	31.65	3.13 (16.8%)
Group C (a) Coimbatore Distt.	6024.6	25.57
(b) Coimbatore City	8.86	2.86 (11.0%)
Group D (a) Sehore Distt.	3307.2	25.37
(b) Bhopal Town Group	36.57	2.23 (8.8%)
Group E (a) Lucknow Distt.	968.6	15.32
(b) Lucknow Town Group	52.29	8.56 (55.9%)
Group F (a) Kanpur Distt.	2397.3	23.81
(b) Kanpur City	114.54	9.71 (40.8%)
Group G (a) Jaipur Distt.	5405.2	4.13
(b) Jaipur City	25.0	4.13 (21.2%)
Group H (a) Ludhiana Distt.	1323.0	10.23
(b) Ludhiana City	7.59	2.44 (23.9%)

It will be seen that the areas of the sample cities constitute only a tiny portion of the districts to which they belong, but they contribute significantly to the district population. In the case of Lucknow, the population of the city is almost 50% and in Kanpur it is about 41% of the population of the district. While each city exercises a dominating influence over its surrounding areas, each has developed over the years into a self-contained entity with its own identity and individuality. These cities have, therefore, come to develop police organisations sufficiently differentiated from the district organisations to which they belong.

7. Census of India, 1961. Figures within brackets indicate percentages of town group or city population to district population.

The point that needs to be seriously considered at this stage is: will it lead to more efficient policing if a separate police district is created for each city to the exclusion of the rest of the area of a revenue district within which the city falls? The arguments for and against an autonomous city police organisation have been many. After mentioning these briefly, the author comes to the conclusion that, since a police organisation is very much concerned with crime and criminals, regulating the flow of traffic and transportation and with territorial order maintenance, its spatial jurisdiction should in principle be delineated on the basis of urban-rural integration. He visualises a city police district consisting of the core city and its neighbouring urban-rural tract which is closely connected with the urban core socially, economically and physically. Such a delineation may not be difficult as all States are now preparing regional plans for their major cities. The city police jurisdiction should as far as possible, coincide with the planning area delineated by the State, Town and Country Planners in each case.

The two models prevalent in the country are the district model and the commissionerate model. The whole, complex of what is called 'district administration' is a hang-over of low-technology rural administration. Rapid developments in the means of transport and communications have since broken the insularity of remote rural tracts; urbanisation has changed, in most cases, the demographic profile of the district; and the rural areas are much more exposed to urban influences today than ever before. Politically also, the erstwhile Imperial regime has yielded place to democratic government at all levels national, state and local. It is in this context that the role of contemporaneous district administration has to be viewed.

The process of the transformation of a 'strong' ~~district model and the commissionerate model~~ ~~complex of what is called 'district administration'~~ district administration into a 'weak' one commenced even during the British regime when strong functional departments of the provincial governments started attempting to strengthen the vertical lines of contact between themselves and their field-level branches.

Towards the end of the Second World War, the Rowland Committee observed: "The lot of the District Officer, like that of the Comic opera policeman is not a happy one. He is expected to see that nothing goes wrong in his District, but he has little power outside the Magistrate and Collector field to see that things go right". The important functional departments were concerned with agriculture, education, irrigation etc. After Independence, the autonomy demand of the departments has increased manifold, often encouraged by ministers who have been as keen as the departmental heads to uphold the supremacy of their departments. Two other factors which have weakened district administration in post-Independent India are the local politician and the new form of rural local government called panchayati raj. The fact remains that the concept of district administration evolved during the Imperial regime does not fit in with the changed politico-institutional setting of today.

The overreaching authority of the District Officer at the field level has always caused problems for the police administration since the passage of the Police Act of 1861. Organisationally, the police, which is a military, needs to be administered with clear lines of command and control. The police department had come into being, and its purpose was to organise the police force under the unified command of the Inspector General of Police aided by a hierarchy of departmental officers. At the district level, the Superintendent was placed under the general control and supervision of the District Officer, since the hegemony of the latter was essential for the Imperial concept of field administration. But, from the police departmental angle, there was an inconsistency in this arrangement. If the police had to be organised as a unified force with clear lines of command and control, the District Officer's role was palpably anomalous, because he was a non-departmental 'outsider'. This explains why misunderstanding, tension and conflict have continued between the two officers at the district level.

The actual police powers of the District Magistrate may be looked at from the points of view of the crime administration proper and the police departmental administration. In the conception of the original Code of Criminal Procedure, the District Magistrate was a combination of a judge and an executive chief. The criminal law and procedure provided for intimate contacts between the magistracy and the police,

After Independence, with the separation of the judiciary and the executive, the conception of the district officer underwent a sea change. Judicial powers per se were taken away from him and given to the judicial magistrates functioning within the State judicial system headed by the High Court. The district officer's powers today are limited to the issue of prohibitory orders under section 144 of the Cr.P.C. and to the security sections of the Code. He possesses some miscellaneous powers in relation to expunction of offences, conduct of magisterial inquests and enquiries and disposal of unclaimed property, besides certain regulatory and licensing powers under some of the Special Acts connected with arms and explosives, traffic and transportation, entertainment, etc. Also, he receives from the Superintendent a number of reports and returns, some of which are for his own use, while, in the rest, he acts only as a post office for onward transmission to higher officers. The District Magistrate has some other important powers by means of which he can exercise direct control over the police force. These powers differ from State to State, but related to the posting and removal of officers in charge of police stations, submission of reports on the working of police, disciplinary proceedings against officers of the rank of Sub-Inspectors, inspectors of police stations etc.

The current trend in police-magistracy relationship is clearly towards substantial independence of the Police Superintendent from the District Magistrate. The police department, because of the very nature of the job, has tended to become more specialised, diversified and inward looking. It has a hierarchy of police officers from the field to the headquarters who try to communicate only among themselves. The police radio network and other communications facilities have made it possible to transmit information, orders or advice to departmental officers very quickly without the intervention of 'outsiders'. The new band of IPS officers at the helm of affairs are, in general, intellectually of a fairly high calibre.

In this situation, the District Magistrates are actually playing a very minor role in Police affairs and are, in general, withdrawing themselves from police affairs leaving the police organisation almost wholly to the police departmental officers. Whenever they are legally compelled to do in relation to the district police is done in a routine fashion. Unless there is some serious event which

has the potentiality to stir up public passion and create political complications, the District Magistrate tries in general to play safe.

The duality involved in the district system is replaced by a unity of command in the commissionerate system. During the British regime, the judiciary and the executive were separated in the Presidency Towns of Bombay Calcutta and Madras by instituting the Presidency Magistrates, who were entrusted with judicial powers and functions per se. All other police powers which were essentially executive in nature were given to the Police Commissioners. Thus, in so far as the control of the city police force and the criminal administration of the city were concerned, the Commissioner was made all powerful. The Commissioners were naturally to function under the watchful eyes of the 'home' governments. The commissionerate system was introduced in Hyderabad in 1939 and has been extended to certain other cities since Independence as stated earlier.

The Commissioner of Police in all these places is directly and exclusively responsible for the maintenance of law and order. He makes rules for the regulation of traffic and preservation of order in public places. He has the powers to prohibit the carrying of arms and explosives and public singing, and to disperse assembly of persons by use of force under Section 129 Cr.P.C. and the examines powers of magistrates under Section 130 of the Code. He grants licences for arms and sanctions prosecution for offences under the Arms Act, and issues and renews licences for public conveyances. Powers relating to control and regulation of places of public amusement, use of loudspeakers, processions and public meetings are also vested in him. What is striking is that the Commissioner exercises almost all the executive powers relating to law and order and other allied matters which are normally entrusted to the District Magistrate in a district situation.

From the managerial point of view, the commissioner system has much to commend itself. Since the entire police force is placed under the charge of a single chief, there is no confusion about the focus of authority. Unity of command follows from this, which is also conducive to discipline in the force. Since all the relevant powers are concentrated in a single functionary, there is hardly any room for divorce between authority and responsibility.

As a corollary, if anything goes wrong, it is easier to fix the responsibility. In both law and order management and crime control, the system naturally facilitates quick decision and swift action.

After referring to the observations of the Bihar Police Commission, the Uttar Pradesh Police Commission and the Maharashtra Police Commission and quoting at some length the observations of the Delhi Police Commission on this subject, the author observes: We do not wish to look at the problem of city police organisation as one of district system versus commissioner system. Organisational reform presupposes certain goals and objectives which are sought to be achieved through reform. The major goals of city police reform are two: raising of operational efficiency and improving popular image of the police. The present study starts with the assumption and police organisations in medium-size cities, which are growing steadily under the impact of urbanisation, are defective both performance-wise and image-wise. Organisational inefficiency or efficiency is an exceedingly complex phenomenon, and any attempt to discover causality with the help of one or two handpicked factors is bound to be arbitrary and unscientific. Broadly speaking, the defects of contemporary police organisation in the growing urban areas can be traced to the present design of the macrostructure and to micro-organisational problems...

"Basically, the shortcomings of the macro-structure follow from the duality involved in the present district system of policing under which our sample cities fall. Even if this system could be supported in a rural situation where the imperatives of land revenue administration might compel the retention of the collector-Superintendent duet, its utility in a big city situation is certainly suspect. In a major urban complex, police decision-making process has to be such that the emergent problems can be watched and examined from a single point in the organisation and actions taken as swiftly as possible. Because of splintering of authority between two functionaries, the district system has a built-in tendency toward indecision, delay and vacillation. The system that we have inherited from the imperial past has hardly any parallel anywhere in the world. Instead of trying to correct the structure, the general trend of thinking in this country has been to treat the problem as a mere clash of personalities. We have had enough evidence of continuing conflicts and misunderstanding between the

collector and the Superintendent in a number of cities. Whenever anything goes wrong, each tries to shift the onus into the other. Whatever be the reasons for the conflicts, these do not bring any credit to either of the two district level officers, and ultimately it is public interest that becomes a casualty. There is no point in sermonising that the two should live together as good Samaritans. We are convinced that the malady is curable only through structural reform. The present diarchy stands in the way of organisational streamlining at the city level where changes are most needed. So long as the statutory relationship between the two district level functionaries remains as it is, it will be difficult to post an officer of a higher rank than the superintendent as the city police chief. From the functional police point of view this is an extremely unhappy situation. The anomaly can best be explained with the help of an illustration. The city of Nagpur, which was converted into a Commissionerate in 1965, has got an exclusive police force headed by a D.I.G. who is assisted by 3 Deputy Commissioners, 5 Assistant Commissioners and some Inspectors and other subordinate staff. The city of Kampur, which has more population, which and generates considerable crime, is tagged to the district police system. Its police force is headed by a Superintendent whose supporting staff is much less than what the D.I.G. in Nagpur possesses. From the point of view of efficient policing, Kampur needs an experienced officer of the rank of D.I.G. with adequate powers and resources. But this cannot happen so long as the police-magistracy relationship continues on the traditional idea of magisterial hegemony.

"As we have explained earlier, the role of the collector, as the head of original administration in the district is a myth. Actually, he finds little time to devote to police matters and in fact he has, in most cases, withdrawn himself from this field, unless of course he is compelled to take interest because of the imperative of specific situations. In the cities where policing problems are far more numerous and complex, it will perhaps be a great relief for the collectors, if the statutory responsibility of overseeing the police work is abrogated. The present system leads to unnecessary wastage of quality manpower. Where one high level officer was enough, the system has provided for two."

The author concludes by saying that a close look at the powers of the collector in relation to police administration in the district system will make it clear that almost all of these are essentially police powers which should logically be vested in the police officer in charge of a territorial force. He asserts: "It is precisely for this reason that these powers have been given to the commissioners of police in the commissionerate cities. There is no earthly reason why the very same powers cannot be conferred on the police chiefs of our sample cities. Once this is done, it will be much easier to pin the police chief down for any lapses in operations, as he would not then be able to take shelter under the argument that he lacked necessary powers to deal with the situation. We have, therefore, no hesitation in recommending that all those powers which are exercised by the commissioner of police in a commissionerate city and which are presently vested in the district magistrate having jurisdictions over the cities should be given to the chiefs of police in our sample cities."

In considering the broader issue of police accountability, the author rules out the agency of the District Magistrate, because from the democratic point of view, there is hardly any choice between the district magistrate and the superintendent of Police, both being civil servants, without any popular mandate from the people of their jurisdiction. In fact, he goes as far as to state that the practice of State governments asking the district magistrates to conduct inquiries into police firing etc., is wrong in principle, as long as, legally speaking, he is an integral part of the police organisation. Popular accountability of the city police forces has to be distinguished from bureaucratic accountability.

In our police force of a State system of government, the entire of a Minister who is accountable under the overall charge the problem of democratic accountability to the Legislature. Although principle, the existing system does not provide thus solved in link between the territorially based police force and the formal people of the localities which they serve. The author feels that it is only just and proper that residents of the different localities should have some voice in the administration of the locally stationed police. The American, the British and Continental models have been mentioned, but it is stated that these do not suit our police force, which is organised as a State force. It is, therefore, proposed that a permanent statutory, City Police Authority

may be constituted consisting of the Mayors, Presidents of municipal authorities falling within the jurisdiction of a city police district, the Chairman of Panchayat Samitis included in the police district, the District Magistrate or his nominee, the President of the local Bar Council and a few important public men from the district to be nominated by the Government. The Mayor/President of the municipal authority of the city should be the chairman of the authority. The main purpose of constituting the Authority would be to make the local police more responsive to local needs. The head of the city police organisation should be duty-bound to regularly consult the Authority so that local problems do not have to travel upto the highest quarters for redressal. The powers of the Police Authority may be confined to seeking regular information from the head of the city police; hearing reports, at regular intervals of police operations; listening to public complaints against the police which would be referred to the city police chief for enquiry and action; suggesting changes in police operations to suit peculiar local needs; and finding out ways and means for closer and more cordial police-public relationship. In exceptional circumstances, the Authority would have the right to write to the Home Minister through the Inspector General of Police. The Chief of the city police is to be the member-secretary of the authority. The author has added that this is a very rough sketch of an organ of public opinion which is badly needed in our cities to bridge the gulf between the police and the people and that, if the principle is accepted, it will be difficult to work it out in more detail. not

Management:

In the present police set up of the sample cities the optimum utilisation of resources, proper deployment of manpower and the ultimate success of police operation depend on the planning and managerial ability of the Superintendent of Police. This key managerial role of the Superintendent is not always realised because of the lack of any high level planning staff to assist him in evolving alternative strategies for police operations. In view of the diverse problems faced by the city police, the city police chief should not only run the organisation from day-to-day, but also think ahead, analyse the developing problems and gear the organisation to the new tasks. It is, therefore, suggested that the city police chief must have a planning cell consisting of a few hand-picked superior staff who would study the city police problems continuously, try out new methods of policing, evaluate the existing

techniques and keep a constant watch on operations with a view to achieving newer and better policing systems.

The availability of adequate manpower resources is a condition precedent for good policing. After examining all available information, the author came to the conclusion that, except Jaipur, all the sample cities were understaffed and recommended that the concerned police authorities should devise appropriate formulae for manning the city police organisations, including manpower requirements for crowd control, processions, demonstrations, administration of various social legislations, public relations and civic services etc. Manpower requirements of the city police forces have to be estimated rigorously and scientifically keeping in view the manifold demands of the police in the urban situation. The indices for manpower provision would, obviously, be radically different from those applicable to a rural situation. Also, in any manpower provision, the concern for quality should be as important as that for quantity.

On the issue of supervision, the study would advocate the location of higher level supervisory personnel at the ~~32x~~ circle level with definite duties and responsibilities and having a direct link with an apex wing at the headquarters in charge of field operations relating to crime, law and order and traffic. It envisages a Field Operations Directorate at the headquarters just below the city police chief which will direct and keep in constant touch with all ground-level operations in relation to criminal investigation, order maintenance including patrol duties and traffic regulation.

The police station is the basic ground level unit of the police organisation. It is located at the 'cutting edge' of the police organisation where the people and the police come in direct daily contacts.

Dr. Bhattacharya found that, in our country, the police organisation is at its worst at this crucial level, which largely accounts for the poor image of our entire police administration. The organisation may be manned by capable officers at the higher supervisory and managerial levels, but it is the behaviour of the police at the station level and the efficiency of station operations that have a decisive effect on the popular mind and the image of the

police is also largely conditioned by the model of operation of the police station. Considering the vast and very important responsibilities of the officer incharge of a police station, it has been recommended that no officer below the rank of an Inspector should be posted as station house officer in a city police station. After referring to the manner in which police stations are manned and function in England and on the Continent, the author criticises severely the quality of the constabulary staff in the police stations of the sample cities and observes: "If we are serious about reforms in our city police organisations, such reforms must start from the level of the police station where intelligent and educated men are urgently needed" ...

During his visit to the sample cities, Dr. Bhattacharya heard to the universal complaint that beat duties, surveillance, criminal investigation and such other police station work was going almost by default primarily because of the deployment of staff on 'bandobast' duties. Officers and men are drawn freely on occasions of V.I.P. visits, processions, demonstrations, etc., which are quite frequent, from the police stations to meet these perpetual emergencies. He states that there cannot be a more disastrous police policy than this and that it is rather ironical that every State has been steadily building up a strong force of armed police, while it is the latter that has to bear the brunt of emergency situations. He is convinced that, unless the present practice of withdrawing officers and men from normal police work is stopped, the entire police system will be in jeopardy. It has been urged that a new method of tackling policing problems relating to 'bandobast' duties should be devised. A separate contingent of specialised force should be raised for this purpose. Even the armed police need not be insulated from normal police work. Instead, a sounder policy would be to involve them judiciously even in conventional police operations.

The police have to perform a host of ancillary duties besides the prevention and detection of crime and maintenance of law and order. Due to acute manpower shortage, in many of the Western countries an attempt is being made to relieve the police of some of the extra-police functions and to induct into the police organisation non-police staff as aids to the regular force.

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In our city police organisations, functional specialisation does not seem to have been overtly encouraged. The universal tendency is to make the policeman a jack-of-all-trades; naturally, therefore, he is master of none. Police organisation in India is unconsciously oriented toward law and order duties ever since the first Police Commission (1903) rejected the idea of constituting a separate detective wing. Criminal Investigation Departments were established in the provinces around 1907 and detective work since then has remained highly centralised. No attempt has been made to develop the C.I.D. as a specialised operative branch at the local level. Tradition dies hard and we are still to get used to the idea that a specialised detective wing without uniform is an indispensable part of an efficient police force. Due to all these reasons, the police force tends to pay lip service to criminal investigation work. The system does not want specialisation. Crime record maintenance and the M.O.B. are actually hanging on the fringes and have hardly any direct purposeful, operational connection with the real theater of vital police operations i.e. the police station.

In Tamil Nadu and Kerala, arrangements have been made to separate investigation staff from the law and order staff at the police station level. In fact, however, this remains often a paper scheme, as owing to the pressure of duties in the law and order field the investigation staff is frequently used for law and order work. In Uttar Pradesh the separation was recommended by the Police Re-organisation Committee (1947-48) for towns having a population of one lakh and above. The Government did make an attempt to implement the separation in the five KAVAI towns and in Meerut and Bareilly, but the experiment did not work for the same reasons as in Tamil Nadu and Kerala. The U.P. Police Commission (1960-61) again emphasised the need for having a separate investigation staff. No manifest change has resulted from this recommendation.

If the criminal investigation branch has to be seriously evolved as a separate specialised wing of our police system, we need to have a firm State policy in this regard. In such a policy, the criminal investigation staff has to be separated in the police force all along the line. The English system may well be tried out in our country. Also it is absolutely necessary that the staff of the CID side work in plain clothes.

At the police station level, a senior inspector should be put in overall charge of the station and below him the Uniformed Branch responsible for law and order duties should be headed by an Inspector and the Detective Branch should similarly be placed in the charge of a Detective Inspector. All the Inspectors, sub-inspectors, head constables and constables sanctioned for detective work would serve in plain clothes and they should in no circumstances be mixed up with the staff engaged in law and order duties. The entire Detective staff would be technically accountable to the Central Detective Branch which would form part of the Field Operations Directorate at the Headquarters. They would however, function under the general administrative control of the station House Officer. This will give an impetus to specialisation and the apparatuses for criminal investigation such as Finger Print Bureau and M.O.B. will be utilised meaningfully.

Wherever an intermediate level like the District in the commissionerate cities will be constituted, the detective staff should be separated from the law and order staff at that level also. A senior uniformed officer of the rank of a Superintendent of Police will take charge of the district and the detective staff in plain clothes will be headed by a senior detective officer of the rank of Deputy Superintendent of Police and would work under the general administrative control of the uniformed Superintendent.

The supporting services such as Finger Print Bureau, Photographic aids, Crime Records Section etc. will be centralised at the Headquarters level and their services would be made available to the ground level operating units from the central technical wing.

Sophisticated crimes that need to be investigated by expert will have to be referred to the Central Detective Branch. There are obvious advantages in constituting specialised crime squads for dealing with such crimes as drugs and narcotics, sexual offences, homicide, juvenile delinquency, economic crimes, thefts and burglaries, cheating, etc. How the squads should be formed and what should be their number would ultimately depend on the actual crime situation in a city. A specialised Burglary and Theft Squad can be constituted in each city. Kanpur might need a Homicide Squad and all the northern cities in the sample including Bhopal would have special squads for dealing with kidnapping and abduction. Special squads might be formed for dealing with criminal breach of trust and cheating in Kanpur, Lucknow and Coimbatore.

This branch constitutes the ~~heard~~ core of the police organisation all over the world. Almost all the police functions are performed by this branch. Even the detective branch has to depend for its success on the first information report by the members of the uniformed branch, and the former needs to be constantly fed by information and intelligence gathered by the latter. It is at the police station level that the uniformed branch assumes a crucial role. The formation of a special force to deal with riots, agitations, demonstrations, and processions recommended earlier is intended to ensure that the normal police station duties of the uniformed branch are in no case allowed to be disturbed. Mr. Bhattacharya found in field trips that the normal functioning of the police stations was in complete disarray due to such "extra-police station duties." In the capital cities, in particular, he found the police station organisation "at sixes and sevens"

The station house officers openly admitted that ~~area~~ due to other preoccupations, the beat design is mutilated very often in the day and sometimes in the night also and only crucial beat points are ranked and serviced. The researcher carried out a sample survey of the beat operations at heavy duty police stations in Lucknow, Kanpur, Jaipur and Ludhiana. The results of the survey are exhibited in the following tables:-

	Day Beat		Night Beat	
	Incomplete	No beat	Incomplete	No. beat
Lucknow	68.0	21.0	53.0	0.00
Kanpur	73.0	17.1	69.0	0.00
Jaipur	58.0	42.0	54.0	4.00
Ludhiana.	57.00	19.1	55.0	8.00

A detailed survey of policemen hours spent on patrolling brought out a disconcerting feature that even in theory the level of supervision by the gazetted officers (calculated as percentage of both formal and informal man hours spent on supervision) seemed to be quantitatively negligible* The following table speaks for itself:-

Cities	Constable	Head Constable	ASI/ SI	Inspector	G.O.	Total
Jaipur	76.3	19.3	2.0	0.4	2.0	100.00
Kanpur	81.6	14.0	2.0	0.4	0.3	100.00
Ludhiana.	63.7	31.9	2.0	0.4	2.0	100.00
Lucknow.	80.0	16.0	2.5	0.4	1.1	100.00

*It was not possible to calculate the man hours on supervision spent on beats within the purview of the particular police station. This percentage figure is calculated on the basis of total man hours spent as percentage of beat time input of the PS.

It was disconcerting to see the manner in which the beat duties have been mismanaged. The incidence of burglaries and thefts can be minimised only by means of a well-designed and well-administered patrol organisation. In fact, however, not only is the city patrol organisation very poorly manned and managed, even the objectives of patrol duties are not quite clear in the minds of the operational staff. Nor is supervision of patrol staff by superior officers satisfactory. The patrol operations seem to have been looked upon as a dull routine and these have no feedback results in the larger organisation. The patrol operations are intended not only to offer protection to the localities but also to help the police organisation to collect information and intelligence on crime and criminals. They constitute the meeting point of the Uniformed Branch and the Detective Branch. It is, therefore, necessary that they should be properly designed, manned and managed and that the staff engaged in them is sufficiently qualified and trained for the efficient performance of the duties entrusted to them. The present head constable and constables care more for themselves than for the duties. Unless the calibre of the constabulary improves considerably so that intelligent and educated men are deployed on patrol duties, no amount of supervision will be able to cure the present ills.

In England, the recently introduced "unit beat policing" brought into sharp focus the real objectives of beat patrol and evoked new interest in the re-organisation of this basic police function. With the use of conspicuously marked motor vehicles on beat superimposed upon resident foot patrol constables and an efficient method of collating information the system of unit beat policing has not only been able to reduce crime but also to improve detection rates. This ^{new} method of patrol operation has amply proved that mere manpower input is not enough to ensure effective operation. With clear objectives and far less manpower, it is possible to evolve a system of beat policing which will yield satisfactory results in police-community relations, reduction in crime rates and increase in detection rates. It may not be possible to immediately equip our patrol men with individual radio sets and provide for mobile cars on the beat. Yet, some other features of this system of beat operation such as resident patrol men, collator and the intimate contacts between the uniformed branch and the detective branch could be emulated by our police organisation with profit. Since we have already suggested the creation of a separate detective branch in plain clothes, unit beat policing, if adopted, would considerably help the operation of the detective wing. The collator who receives, processes and disseminates the information

and intelligence has a crucial role to play in this system. we would suggest that unit beat policing might be tried out on an experimental basis in some of the major cities and if the results are found satisfactory it could gradually be introduced in other cities as well.

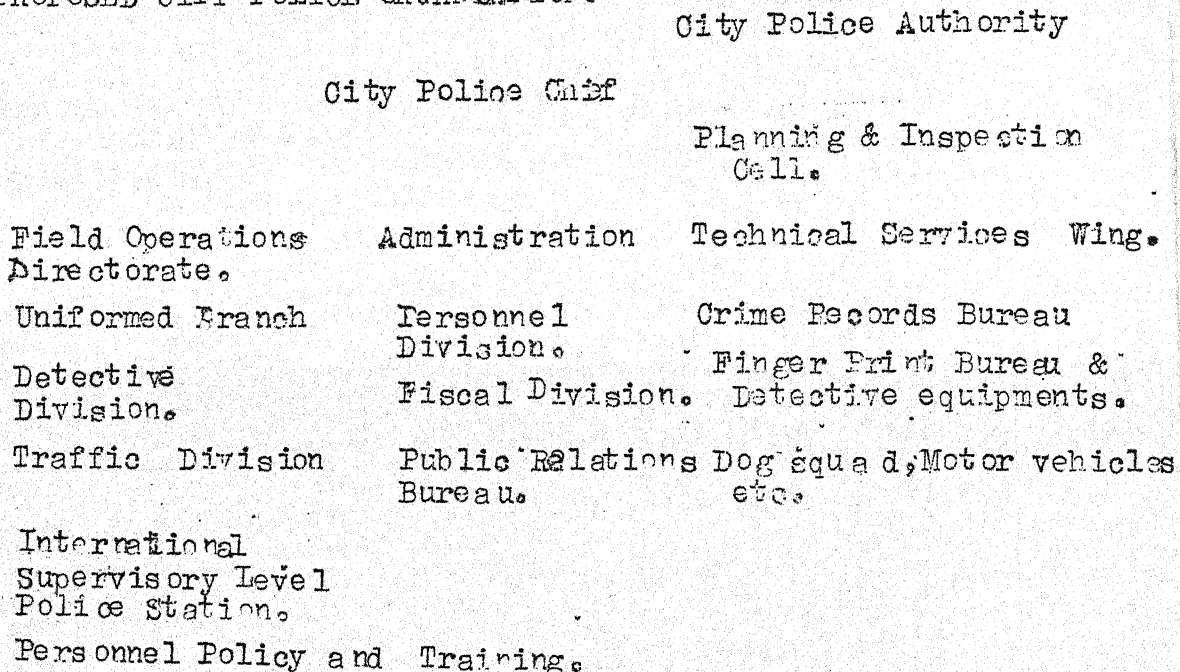
It was found during the field visits that there is a large volume of scriptory work at police stations. Numerous registers have to be filled in and different kinds of daily, weekly, fortnightly and monthly reports have to be compiled and sent to proper authorities. It also appeared that there is a notorious inadequacy of both manpower and material resources for this purpose. The form designs in most cases are cumbersome. Even elementary stationery items were missing in some instances. The total impression gained was one of primitive working conditions. Things are bound to be messy where half-literate or illiterate men are asked to do skilled jobs and that too without the necessary wherewithals. Perhaps many of the reports and returns have formed part of a dead routine and may not be serving any useful purpose. In England and on the Continent the police stations are much better off in this respect. It has been recommended that a team of work study specialists should be invited to undertake a thorough examination of the organisation and internal management of police station work in order to rationalise the work procedure and evolve standardised form designs for easy and expeditious reporting.

The police stations are service stations to cater to the needs of the citizens. It is common knowledge that our police stations do not have enough room even for the staff to work in peace and comfort. Hardly any space is provided for the members of the public to come and sit at ease. If the image of the police has to be bettered, it is imperative that imaginative thought should be given to the lay-out of police stations so that they may look after the amenities of the station staff as much as the comfort of the incoming public.

In concluding this part of the study, attention has been drawn to the need for providing adequate amenities to the constabulary which forms the bulk of the police force. Dr. Bhattacharya observes: "If the reformers are serious about police reforms, the process of overhaul must start from the bottom where the present constabulary should be replaced early and urgently by a new, educated, and adequately remunerated and trained force which would form the backbone of our future police organisation in the cities, towns and villages."

The following chart exhibits the city police organisation visualised in the study:

PROPOSED CITY POLICE ORGANISATION.



If we leave out the post of Assistant Sub-Inspector which does not exist in all the States the police personnel structure is built up of five direct entry points. The existing structure is a legacy of the colonial past. When the police service, because of its obvious importance, was kept highly fragmented, conceived as a garrison force, the emphasis in constituting it was laid on large scale recruitment of low paid illiterate and unskilled manpower at the bottom. The other consideration weighing with British administrators was to give fair representation in the force to different Indian castes and communal groups. The system was aimed at bringing in "the higher classes in the higher ranks and the lower classes in the lower ranks". The post of Deputy Superintendent of Police was created as a sequel to the recommendations of the Fraser Commission. This was due to political considerations as the Government of India could no longer ignore the rising Indian demands for entry into higher offices in the police service. The highest posts from Superintendent upward were kept reserved for English officers.

The police personnel structure remains the same even today with the only difference that the top positions are now filled up from the IPS, which is an elite cadre. Under the present circumstances of India, if it is accepted that direct recruitment of superior police officers is sound in principle, it is desirable to stop direct recruitment of the Deputy Superintendent of Police at the State level.

The class of superior police officers starts with the Assistant Superintendent of Police a rank in which there is a little scope for direct and real involvement in police field operations. The new entrants gain only a superficial knowledge of police station work and other operational duties through short visits and second hand sources. The superior officers class on the continent has to pass through direct operational experiences at the ground level, although the duration of stay at lower levels is not very long. It has been suggested that the officer class should start from the rank of Inspector and the new recruits to the IPS should be attached to police stations, when on field training for a sufficiently long period. Ideally, they should be made to work as station house officers. Other experiences necessary for sound grooming would include those relating to supervisory positions. After passing through these operational and supervisory experiences, the officers could be fit to assume charge of district or city forces.

The personnel structure suggested in the study is as follows:-

<u>Level</u>	<u>Ranks</u>
Operational	1. Constable 2. Chief Constable 3. Sub-Inspectors.
Middle Management	1. Inspector 2. Chief Inspector.
Senior Management	1. Deputy Superintendent. 2. Superintendent. 3. Chief Superintendent.

It is also suggested that educated young men and women should be recruited as constables as they would play a crucial role at the ground level in a reorganised police station structure. For this purpose it will be necessary that the salary scales and service conditions must be improved radically. The service structure must offer opportunities to ambitious and competent men for quickly going up in the hierarchy. In this background it has been suggested that there should be only two direct entry points-federal recruitment of the senior management cadre as at present and local recruitment

at the level of constable. All the intermediate positions are to be filled up by promotions preceded in each case by examinations. Officers of outstanding calibre and competence should be allowed to have entry into the senior level. As the personnel structure would thus enable free upward ability, the initial qualifications for recruitment would necessarily have to be fixed keeping in mind not only the duties and responsibilities at the lowest level but also those to be shouldered at the higher level at a future date.

Specialisation in police work cannot be acquired simply by being a member of an elite cadre; it is the fruit of long and sustained involvement in professional work. At present, by its very nature, the IPS tends to make its members generalists/managers rather than specialised police ~~officers~~ officers. That is why it has been suggested that the members of the IPS must be exposed to prolonged field experience at the police stations level.

Training is an investment in manpower. The main purpose is to enhance the quality of staff employed in the specific duties. The inculcation of professional skill is its chief objective. Because of the general deficiency in our school educational programme which usually avoids lessons in civics and good citizenship, another important dimension that needs to be added to our police training objective is the administrative and socio-economic frame-work within which every policeman has to function.

The defects in the present training programmes for the constables are threefold. Firstly, the educational background of the constable is so poor that he does not have the mental capacity to receive the lessons. Secondly, in the absence of good trainers the training programme tends to be uninteresting to the trainee constable. Thirdly, the field training of the constable is almost always neglected. Chronic shortage of staff often compels the use of trainees for actual operations. It will be necessary to organise the training schools properly so that the type of men that would be recruited do not find the school surroundings repulsive. The trainer has to be carefully chosen. A constable has to be given training in all the duties that he may be called upon to perform. There should be considerable emphasis on making him science-minded. Elementary lessons in type-writing, card indexing, driving, records keeping and management and reporting would be of considerable benefit to the constabulary. An imaginative training programme should emphasise the role of "Service"

to the community more than the possession and exercise of powers. When on field training, the constable should be trained adequately in public relations. It will be a good idea to employ trainee constables in duties such as helping school children to cross roads, assisting patients in out-patient departments in hospitals, first aid duties in play grounds and fairs, and so on. Service to the ~~community~~ community stems from an attitude of mind that needs to be carefully developed during the training period. The training programme should be so organised that the constable receives instruction initially in the schools where they would come back again for a sufficiently long period at the end of their field training. This will give them an opportunity to examine the initial lessons in the light of the experiences gained during field training.

As the middle management positions will be filled up by promotion, the training programmes for this level should equip the officers to lead the rank and file and guide them in operation. In general, the programmes will have to be management, supervision and public relations-oriented.

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At each of the three levels—operational, middle management, and senior management—the art and science of the particular branch will have to be included in the personnel under training. As far as detective training is concerned, the two detective training centres will not be able to cope with the demand for new CID men and officers. It may be advisable to set up regional detective training institutions that could be financed by the Government of India and the participating States in a region.

The training programme for the IPS officers deserves special mention. They must have complete command over the details of police work and the laws and rules pertaining to it. They must also be groomed as managers and leaders. Management science has emerged as a well-developed discipline in recent time. Since these officers have to deal with resources of all kinds—~~for~~ personnel, materials, finances, records and reports—it is imperative that their training is slanted towards management. Work study and operational research should have their impact on higher police training. The IPS officers should be adequately exposed to computer science. Leadership qualities are susceptible of development through imaginative training. The training programmes should simulate situations where the role of leadership becomes evident. The trainee officer should be made conscious of the environment and the politico-administrative framework within which he will have to function and the training programme should try subtly to build up a psychology of

public accountability. It is at the training stage that the idea of public accountability and the need for police public rapport should be imaginatively inculcated.

The purpose of the Foundational Course at the National Academy of Administration at Mussorie is not quite clear so far as police trainees are concerned. The IPS trainees should straightway go to the National Police Academy for a short course of about 6 months duration. At this state the training programme would try to cover the environment of police administration and police administration as such. The former would include the social, economic, political and constitutional contexts, while the latter would prepare the ground for professional training. This initial training would aim at building up a rounded programme without trying to bring in the specialisations in either of the two branches- uniformed and detective. The next stage would be devoted to protracted field training. The trainee officers should be attached to police stations for a fairly long period and to successive positions at intermediate points such as 'district' in a metropolitan city, revenue district, range, and city and State Headquarters. Field training would be for a year during which time the trainee officer would have to choose his line of specialisation. If he opts for the detective branch he should be sent to the State detective training college where he will have to get through the qualifying examinations. If his choice falls on the uniformed branch, he should go to the appropriate State training college for the uniformed branch. In an age of specialisation, the I.P.S. officers should thus be made to specialise in specific fields.

The National Police Academy should in future be a ~~the~~ training institution in higher police management. It should also develop courses for the training of trainers for the State training colleges.